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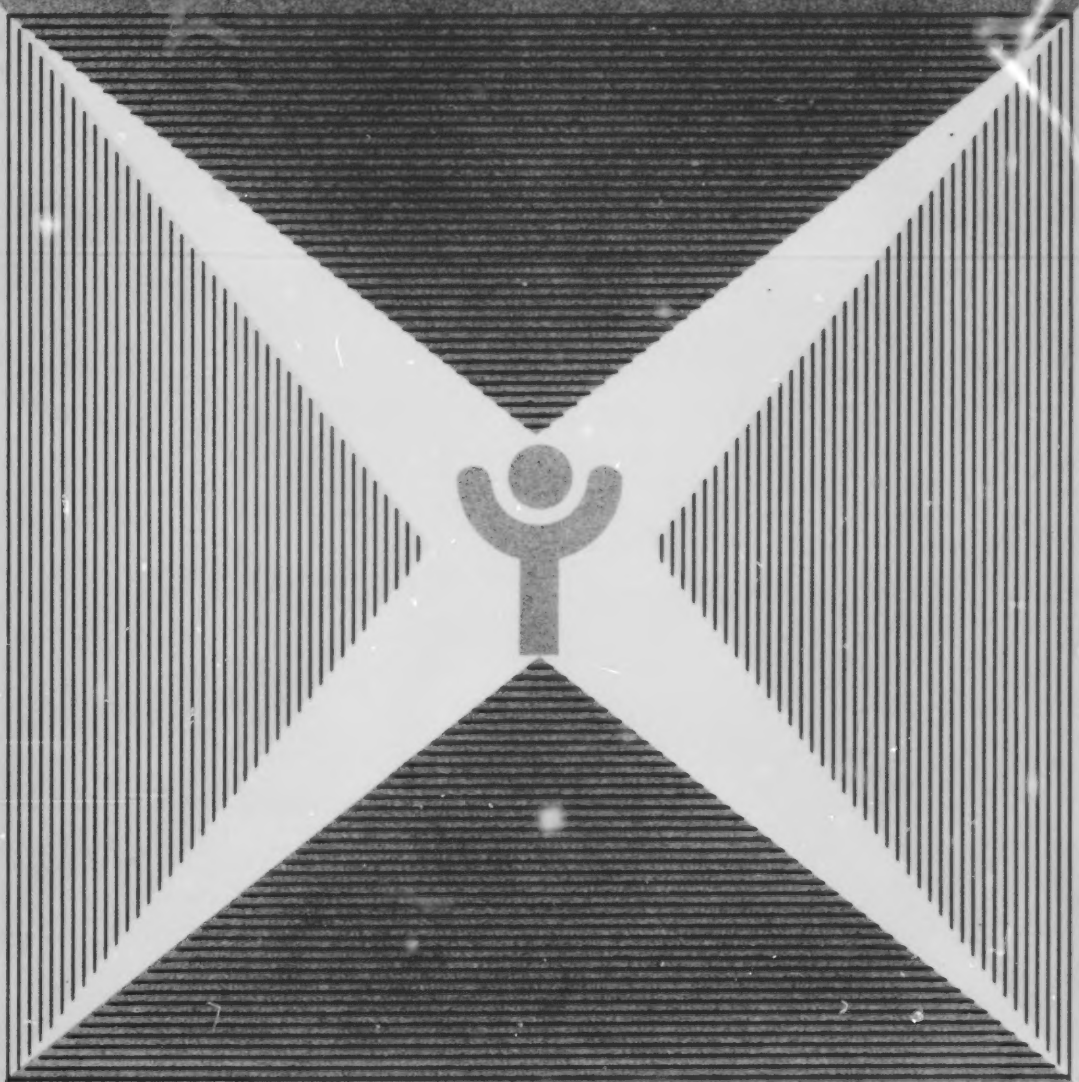
ABSTRACT

This volume is one of the products of the knowledge development activities mounted in conjunction with research, evaluation, and development activities funded under the Youth Employment and Demonstration Projects Act of 1977. Based on the Ventures in Community Improvement (VICI) "enhanced" job training/job placement approach, which used longer-term training, enriched supervision, and extensive planning and greater cost (but also generated positive results as compared to "regular" local projects), this how-to-do-it manual provides common sense guidance on the steps needed to conduct a successful enhanced project. In the first chapter, the VICI model is explained and dissected and its successful elements and programatic components considered. Chapter 2 describes briefly four kinds of VICI projects currently operating, explains how to form links among the model planners, and suggests kinds of training programs and sources of funds that might be tried. Chapter 3 discusses three important elements: fiscal planning, project links, and project management. In Chapter 4, an array of practical tips on start-up, fiscal management, payrolling, cost estimation, and other daily matters are offered; while in chapter 5 recruiting both staff and trainees is explained. Chapter 6 synthesizes from the previous material answers to the most frequently asked questions about VICI-type projects, while the appendixes to the manual include other information the planner and manager will need, such as sample forms and reports, purchase order forms and procedures, participant rules and regulations, explanation of the VICI work valuation formula, and sample VICI placement strategies. (KC)

YOUTH KNOWLEDGE DEVELOPMENT REPORT

IMPLEMENTATION ISSUES

Jobs and Community Improvements—A Handbook for Enhanced Work Projects



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Office of Youth Programs

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YOUTH KNOWLEDGE DEVELOPMENT REPORT 8.1

JOBS AND COMMUNITY IMPROVEMENTS--
A WORKING MANUAL FOR ENHANCED WORK PROJECTS

Corporation for Public/Private Ventures

June 1980

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OVERVIEW

Work projects have always been and will remain a fundamental component of youth programming. There is almost infinite diversity in the focus of such projects as well as in their scale, duration, organizational complexity, linkages, supervision and skill requirements. The most prevalent projects are short-term. They spend the preponderance of resources on the wages and salaries of participants. Materials, equipment and supervision are at a minimum. The work requires and transmits limited skills. Such projects are relatively easy to organize. There are few risks. On the other hand, the work experience rarely leads directly to career jobs and is less likely to hold the attention of youth participants than more demanding and rewarding projects. Productivity may also be limited; certainly there are not likely to be lasting community improvements because of the absence of capital investment as part of the projects.

"Enriched" projects are those with more ambitious objectives which usually require greater organization, planning and linkages. To accomplish their missions, they tend to use more skilled and higher cost supervisors, as well as a greater proportion of nonlabor inputs. With more interrelated components, "enriched" projects are riskier to mount although they may be more productive in their output as well as their lasting impacts on youth. To the extent they spend more for capital, supervision and management, they have reduced direct employment effects per dollar of outlay.

Clearly, there are a set of tradeoffs in choosing between basic and "enriched" projects. Successful "enriched" projects are likely to be very attractive in terms of their visible outputs, the quality of the work experience, the impact on enrollees and the cooperation in their design and operation. Yet the "success" rate with which enriched projects fulfill their objectives is less than that of projects which are more pedestrian in their goals. More youth are employed per dollar in the less ambitious projects. Productivity per dollar of youth wages may be different than productivity per dollar of program cost because of the high overhead costs related to enrichment.

A major knowledge development objective under the Youth Employment and Demonstration Projects Act of 1977 was to learn more about these tradeoffs, as well as to determine the conditions and approaches to maximize program "batting averages" and to identify the types of youth who would most benefit from the "enriched" and "nonenriched" approaches. There are several discrete deomonstrations exploring these issues in multiple sites, with varying delivery agents and careful research designs.

The Ventures in Community Improvement or VICI program was an attempt to replicate a model "enriched" project in a number of different locations. It utilized an intermediary, the Corporation for Public/Private Ventures as the replication and research agent, to assure that the fundamental enrichment elements were maintained in the projects. Fifteen local agents selected on the basis of need were initially invited to submit proposals. From these, nine were selected for funding, of which eight were to be mounted under the umbrella of CPPV.

The eight local projects shared certain basic elements:

- o Scale - The projects all were budgeted for 60 participants. While they operated locally through a variety of worksties, this represented a large undertaking for a single local delivery agent. For instance, most projects mounted under YCCIP have less than ten participants. The VICI projects are larger than all the combined projects under formula-funded YCCIP in some smaller prime sponsors.

- o Continuity --Work projects are usually funded through annual grant applications. Most are limited in their period of operation to less than a year, after start-up and phase-down. VICI projects were initially scheduled for 18 months and have been extended.

- o Enriched Supervision - VICI projects were budgeted on the basis of a one-to-six supervisor/youth ratio. Adequate supervisory wage levels were provided to permit employment of journeymen.

- o Linkages - All of the projects drew on other sources of funding for materials and equipment; in some cases, these alternatives amounted to a substantial share of total project costs. There was a heavy emphasis on linkages with labor unions and apprenticeship programs, both in a formal sense and in the hiring of journeymen as supervisors.

- o Planning and Oversight - Extensive planning and development was required for sites to be funded. Through the intermediary agent, each project received an inordinate degree of oversight and technical as well as problem-solving assistance.

- o Cost - VICI projects were costly because of scale, but also generated less youth employment per dollar of expenditure because of the emphasis on supervision and the use of high cost journeymen.

The purpose of the VICI demonstration was to test whether "enriched" projects with these elements could be feasibly replicated in a variety of locations, and whether the activities would be more cost effective than traditional, nonenriched work projects as measured by comparative enrollee impacts and the productive output generated.

The VICI demonstration provided convincing evidence that the "enriched" project approach was both feasible and replicable. Likewise, early evidence suggested that the "enriched" projects had a greater impact on job placement and entrance into apprenticeship than less ambitious work projects mounted under YCCIP and other national demonstrations. Projects produced valuable output and the efficiency and effectiveness of the projects increased with time. Finally, there was evidence concerning the types of youth who would benefit most within the disadvantaged participant group. VICI appeared to operate best as an advanced component within a local CETA system which would draw on youth of demonstrated maturity who had decided on a career in construction-related work.

A final assessment of the cost-effectiveness of the VICI "enhanced project" approach will not be possible until 1981. At present, however, the results appear promising enough to warrant replication. This "how-to-do-it" manual is based on the VICI experience. Authored by the staff of the Corporation for Public/Private Ventures, and edited by Mary Browne and Robert Taggart of the Office of Youth Programs, it provides common sense guidance on the steps needed to mount a successful project. Such practical material should be assessed in conjunction with the research analysis of VICI contained in Enhanced Work Projects--The Interim Findings From the Ventures in Community Improvement Demonstration. Additional insight might be gained from Enhanced Work Projects--An Analysis of Local Experience which discusses the tradeoffs and categories of benefits and costs in large scale local projects. All of this information can help in deciding whether to concentrate investment and effort in a large-scale project, as well as how to proceed.

At this point in time, it is the intended policy of the Office of Youth programs to utilize available discretionary money to share in the costs of local implementation of program approaches demonstrated to be effective by careful research and evaluation. Likewise, for successful approaches, intermediary agents would be supported to provide intensive technical assistance to aid in replication, much the same as the Corporation for Public/Private Ventures did under the VICI demonstration. The decision to support such replication of VICI must await further research results. However, preliminary evidence suggests that the "enhanced work projects" approach can be a useful component of local programming which should be considered by CETA planners locally. Limited technical assistance may be provided by CPPV for those with an interest in developing such projects.

This study is one of "knowledge development" activities mounted in conjunction with research, evaluation and development activities funded under the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort will result in literally thousands of written products. Each activity has been structured from the outset so that it is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless array of issues. However, policy and practical application will usually require integration and synthesis from a wide range of products, which, in turn, depend on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with OYP knowledge development efforts. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, the measurement instruments and their validation, the translation of knowledge into policy, and the strategy for dissemination of findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems, and policy issue assessments.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth, and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such

as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programs, the use of incentives, and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and the programmatic adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees, and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower, and the like.

12. Institutional Linkages: The products in this category include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse, and other youth serving agencies.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. In turn, each discrete knowledge development project may have a series of written products addressed to different dimensions of the issue. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstrations. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

As noted previously, this volume should be read in conjuction with research reports on enhanced work projects in the "youth work experience category." Of most iterest are The Interim Findings From the Ventures in Community Improvement Demonstration and An Analysis of Local Experience. Also of interest may be Findings from the HUD/DOL Community Improvement Demonstration.

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CHAPTER I: WHY THIS APPROACH?

There stands in your borough a school building badly in need of painting and refurbishing, its playground pitted and cracked. The school board's limited resources are committed to other projects.

On the edge of your town's commercial district, rowhouses deteriorate and their shells fill with garbage. The housing authority looks for ways to replinish the local housing stock but it cannot undertake large-scale renovations on these rowhouses.

Residents of an entire neighborhood in the heart of your city live in houses with unsafe and inefficient heating systems. While some of these persons own their own homes, they cannot afford to purchase storm windows or to hire contractors to repair their roofs.

At the same time, your community recognizes the existence and needs of a growing population of disadvantaged young people, out of school and out of work, whose meager prospects--if any--include only subsidized, part-time employment in unskilled jobs. These wasted human resources mirror the decay you see in the buildings in your community, and you recognize that any cure you apply to one must, to be successful, be applied to the other as well.

This assessment--that in any declining urban or rural community, no matter how large or small, human blight and structural blight go hand in hand--is surely not a novel one. Programs initiated on many levels have sought to provide jobs and training while they lift the faces of communities. No doubt you are aware of programs which attempt to address these concerns, initiated under Public Service Employment, Youth Conservation and Community Improvement Projects, Supported Work, and a variety of other federal programs. This manual is based on the experience of one such program, Ventures in Community Improvement (VICI), which has, since late 1978, successfully addressed both issues--wasted human and physical decay. VICI was developed as a demonstration program funded by the U.S. Department of Labor's Office of Youth Programs.* Its development was guided by the Corporation for Public/Private Ventures (P/PV), an intermediary organization.**

The VICI model is a carefully structured, large-scale project, based on extensive linkages to unions, work-providing agencies, schools and employers, which seeks to produce valuable and visible community improve-

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*VICI was one of several national demonstrations funded by the Office of Youth Programs under the Youth Community Conservation and Improvements Program portion of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). This Act was incorporated into Title IV of the Comprehensive Employment and Training Act (CETA) as amended in 1978.

**CPPV, as an intermediary, was responsible for: developing and refining project design; providing technical assistance to prime sponsors; reviewing and analyzing project operation and making necessary corrective action recommendations to DOL; and researching both process and impact of VICI.

ments which help meet vital needs of low-income communities, while providing youth employment and rigorous skill training in various building trades to prepare youth for union apprenticeship programs or entry-level employment in construction and related industries. The "model" has the following elements:

1.) It establishes a system of "links" among the CETA prime sponsor, labor unions, community development agencies, educational agencies, and, in many cases, community-based organizations, drawing on the unique skills and resources of each for effective, coordinated management and implementation of the project;

2.) It provides low-ratio training and supervision by skilled journeymen to ensure quality instruction and tight supervision and to ease entry into apprenticeship programs;

3.) It levers funds to provide a sufficient resource level for a complex project such as this; and,

4.) It creates a training situation which cloely simulates the real work world.

Neither the goal of this model nor the emphasis on links is a unique concept. Nor is the model cast in concrete: individual prime sponsors can adapt the VICI model to their own employment training and community improvement objectives. But the model as it currently operates, and as it has been vigorously and painstakingly molded and guided, works. While it is not inviolate, its success requires the presence of the elements we describe throughout this manual. There are relatively few programs where all the elements are combined effectively as they are in this model. Careful early planning involving key organizations, a clear understanding and secure commitments from all parties concerning their roles, and leadership by a central agency--all are essential to the model's success.

Experience gained in operating these VICI models is described here for use by other program operators in developing similar projects. The VICI experience is valuable for several reasons. First, VICI was designed and operated as a highly structured model, dependent on multi-source finding. Research shows that the structure has produced some good results, and that the multi-source funding has been a successful means of targeting resources. Secondly, as a demonstration project, VICI has been closely studied and its systems refined as time progressed. The lessons learned from this close study can now be translated into instructions on how to design a similar project.

This manual provides a detailed description of a VICI-like model and step-by-step instructions on design, planning and implementation in a "how-to-do-it" format. It includes samples of the essential systems, forms and procedures which program operators, managers and evaluators alike have found useful in managing and assessing complex training and construction projects. Additionally, the manual provides resource information necessary to set such a project in its proper framework--information on apprenticeship systems, unions, David-Bacon requirements, revenue generation, and the like.

The VICI Demonstration--A Brief Description

VICI began as a Department of Labor-funded demonstration program. The projects operated in eight prime sponsor jurisdictions across the country: Atlanta, Georgia; Broward County, Florida; Chicago, Illinois; Milwaukee, Wisconsin; Newark, New Jersey; New Haven, Connecticut; South Bronx, New York; and Philadelphia, Pennsylvania. At each site, sixty slots were created for 16- to 19-year old youth enrolled under the supervision of ten journeymen who served as crew chiefs and instructors. These young people got their training at worksites--apartment projects, city-owned and private houses, public schools, and recreation facilities--in the communities where they lived. They engaged in supplemental education activities, as well. These trainees were groomed primarily for union apprenticeships, pre-apprenticeship programs and unsubsidized construction-related jobs.

The eight projects began operations in late 1978 and early 1979. The sites were selected following an intensive review which determined that each had the management capacity, training plan and local relationships among labor and various government agencies necessary to conduct a rigorous training project.

In each there were four key groups of players:

-- Labor unions cooperated in referring journeyman crew chiefs.

-- DOL-CETA resources were used to pay administrative costs, crew chief salaries, and youth stipends.

-- Federal and many local agency resources were levered for construction materials, and for provision of worksites.

Trainees at the eight demonstration sites engaged in a variety of skills training and comunity improvement projects. Trainees, during the first year of project operations, completed work that included the following:

-- In Philadelphia, trainees completely gutted and rehabilitated five large duplex residences. These were sold by the city to low-income residents.

-- In New Haven, trainees completed 88 work projects. They gutted and rehabilitated residences and community service facilities and painted a police garage, a YMCA, a YWCA and half-way houses.

-- Chicago trainees gutted and rehabilitated a large six-unit apartment house, each unit having four bedrooms, and three two-unit buildings.

-- Milwaukee trainees completed 152 emergency home repairs on properties listing from 1 to 67 housing code violations. They rehabilitated the headquarters of the delegate management agency, Milwaukee's Opportunities Industrialization Center, a facility with 30 offices. They also gutted and rehabbed two county-owned two-family dwellings.

-- In Broward County, Florida, trainees worked on a wide range of projects. Crews completed exterior and interior painting at a YMCA. They refurbished the local SPCA facility, constructing walls, framing windows and laying sidewalks. At a large public housing project, trainees installed sprinkler systems and security lighting and built barbecue pits in common areas.

-- Twenty-five homes owned by low-income persons were brought "up-to-code" by the trainees in Atlanta's emergency home repair project. They constructed outdoor and indoor access facilities for a handicapped resident.

-- Trainees in the South Bronx weatherized 25 owner-occupied homes, installing new roofs and storm windows and repairing boiler and heating systems.

-- Newark's crews painted 350 apartments in city-owned low-income properties and restored and painted a public swimming pool, fire houses and recreation centers in "the projects."

Based on their success, the projects were continued and productivity increased. Some sites far exceeded their original project completion goals and were deluged with requests from local agencies and institutions for the services of these VICI-trained crews.

Within the national demonstration, $2,703,396 was levered from different governmental and other agencies for a variety of purposes (this totalled slightly more than 33 percent of the total program budget). A total of $2,033,696 came from the Department of Housing and Urban Development (HUD). Generally, these funds were used for materials and supplies. HUD funds were used to make repairs on housing authority stock; to rectify code violations cited against owner-occupied residences; and to gut and renovate single- and multi-unit properties which were sold to low-income persons residing in that neighborhood.

Other agencies also provided funds. At one site, the Mortgage Guaranty Insurance Corporation (MGIC), a private agency which insures mortgages, provided $50,000 for materials and supplies and subcontractor services. One prime sponsor received $250,000 from the Community Services Administration to purchase materials and supplies such as caulking, window frames and doors for a weatherization program. In other city, the local government provided $108,000 in municipal tax funds to purchase needed materials and supplies for work on multi-unit residential properties which were managed by the city.

Many demonstration sites used Department of Labor Public Service Employment (PSE) funds to augment the program staff. PSE provided a total of $261,700 in staff positions to the VICI sites. These positions included truck drivers, inventory clerks, counselors, data collectors, form developers and bookkeepers. In all instances the levered funds were mutually beneficial. The demonstration received monies for materials/ supplies, contractor services and staff. The levered agencies improved their ability to deliver services to the community and provide worksites for qualified PSE participants.

The VICI program has shown excellent results in terms of placement and productive output:

- Of the 784 trainees who had left the VICI program through February 1980, 42 percent were positive terminations. While this rate may seem low, it has resulted in large part from the insistance on high standards at VICI sites and termination of those not meeting standards. Rates in projects based on the VICI experience may well be lower, given lessons learned concerning both the type of work for whom VICI is useful and program mechanisms which encourage successful completion.

- Significant among the 42 percent positive terminations are these figures:

  -- 275 or 84 percent were employed;

  -- 62 trainees, or 23 percent of those employed, were indentured into union apprenticeships;

  -- another 121, or 44 percent of those employed, secured construction and related jobs;

  -- a third group of 68, or 25 percent of those employed, obtained other jobs.

- Among those 92 who became apprentices, the following are noted:

  -- Some VICI trainees were awarded a full-year's apprenticeship credit for their VICI training and experience.

  -- Ten women graduates of VICI entered apprenticeships.

- Of all jobs secured by VICI trainees, 241 or 91 percent were unsubsidized.

- The average wage earned by all VICI graduates upon placement was $4.59 per hour.

Apart from these positive outcomes for youth, the community was provided with tangible improvements with a substantial dollar value. On the average, VICI produced $.42 of value for every dollar spent on the demonstration. Some sites produced work valued at about $.70 for each dollar spent. The model can be specifically designed to produce these higher work values, if desired, and productivity increased over the life of the projects.

It should be noted also that VICI work has been judged to be of high quality. Independent private contractors using average construction quality as a standard, ranked VICI work as above average or average in almost all instances.

Critical Elements

VICI was not a rigid model but rather a general approach. VICI's guiding principle--its motto--might be, "Something for everyone"--and "Something from everyone." In designing a link-based model, the project's planners recognized that no single agency could supply all the resources needed. That is, no single agency could:

-- provide rigorous skills training in various trades, making available from its ranks professional, low-ratio supervision;

-- guarantee a supply of suitable worksites;

-- run vigorous recruitment and placement campaigns and guarantee funds for salaries, materials and supplies; and,

-- provide necessary supportive services.

What was established, then, was the link system of relationships among CETA prime sponsors, labor unions, city agencies, community organizations, education institutions, and so on, to guarantee that all the necessary resources would be available to the project.

Hand-in-hand with the links goes another model principle--levering of funds. The model, taken in sum, appears to be an expensive one. Supervisory costs are high, youth earn wages and raises, and great quantities of materials and supplies are required to undertake serious work projects. But VICI works because the prime sponsor is able to establish relationships with organizations which have contributions to make. And these contributions, as we explain below, enable the individual link's resources to go farther.

In the model, for instance, CETA dollars are spent on administrative expenses and youth supervisors' wages and fringes. Primes have to lever other, non-CETA funds for materials and supplies, support services, education, and the like. But if these non-CETA funds are to be levered, the prime sponsor must draw on its experience in establishing and maintaining relationships with several institutions.

Chapter II, "Project Alternatives," explains in detail how the links are forged and what techniques the prime sponsor can use to maintain them. The sections immediately following briefly describe what must be available to the prime in the first place in order to initiate such a project:

A. Union Involvement:

The pivot on which VICI's success turns is the rigorous and professional skill training and work experience which prepares trainees for apprenticeships and employment. The key to this training is most often the participation in the project by local labor unions. Most obviously, the unions are the project's source for experienced, professional craftsmen, the journeymen who supervise the trainees. Because the journeymen know not only their crafts but also the criteria for apprenticeships and em-

ployment, they will assist in developing training curricula and skills progressions, and they are a strong force for quality work on the training site. And they can significantly enhance trainees' placement prospects through their informal network of contacts.

No less important are the work ethic and job habits which the journeymen explicitly and implicitly impart to the trainees. Even those VICI graduates who have not found apprenticeship placements have, in impressive numbers, brought to other employers discipline, reliability, and pride in doing a professional job.

While unions were active in the construction industry in each of the eight VICI sites, we know that some CETA prime sponsors may, despite their best efforts, not be able to cement a bond with a local union. Or, in some areas there may be no unions. Does the prime abandon its plan to start a project like this?

No, not if another organization can provide to the project the same kind and quality of supervision, training, placement and production as would a labor union. If there is in the community a strong building trades or contractors' association, for example, the prime may want to investigate a link with such a group.

It is important to stress that high quality supervision is essential to the success of this model--both from a youth training and construction quality vantage.

B. <u>The Work Providing Link</u>:

On the surface, this would seem an easy link to forge. There are few communities which do not have work waiting to be done. Work providing organizations are frequently under constraints regarding the amount of money that can be spent to improve a given building or worksite. With their labor costs picked up by CETA, the work providing organization can expand the scope of work at any given site or can work at a larger number of sites by committing its own funds entirely to materials and supplies. The prime sponsor will want to deal with a work providing agency which has solid assets for a multi-linked project. The agency must provide work of sufficient scope and variety to meet the rigorous training and work-experience goals of the VICI model. A good work providing organization will also make available appropriate worksites in a timely and effective manner. And, when worksite selection is the work provider's responsibility, the managers are spared the insinuations of favoritism and cronyism.

The work providing organization may also figure significantly in the levering of project funds. It must be able to provide materials and supplies funds to offset administrative and

supervisory costs which arise outside CETA guidelines. It should provide "in-kind" assistance, such as insurance and architectural services, and it will be able to help in expediting licensing, permits and inspections. Finally, it may handle the marketing of the finished product, thereby producing program revenue.

C. The Education Link:

One of the hard-learned lessons of the VICI demonstration is that the education link, while hardest to effect, is an essential one. Even in a program targeted to disadvantaged youth, preparing them mostly for manual labor, there was a correlation between the trainees' education and subsequent labor market success. The fact is that apprenticeships are virtually unattainable without high school diplomas or GED certificates. Other positive placements increase among those trainees with more education. Schools are also a likely source for drivers' education which, at most demonstration sites, proved to be important in job placement.

The prime sponsor will, therefore, want to work closely with the local system to arrange for GED and drivers' education classes for trainees. The school may also be a source of support services not covered by CETA funding allocations. The school system may contribute these services in exchange for work done at the school by a project work crew. Vocational schools may find a link with the project particularly attractive.

Whatever agreement is made, the prime sponsor should recognize that the education link--while elusive and intangible--is a critical one. Careful early planning to secure strong commitment from the local education institutions will figure prominently in the program's success.

D. Support Service Link:

Since CETA allocations for the project do not generally cover provision of support services, the prime sponsor should attempt to secure in-kind contributions of such services. The prime may be able to trade VICI work for such services, or it may be able to draw on its own agency's resources. We have learned in the demonstration project that these services--legal, health, housing, personal counseling, day care, etc.--are very important and must in some measure be made available to trainees.

E. Levering Funds and Funding the Project:

Much of what we mean by the phrase "levering funds" has become clear already. CETA allocations for the project cannot possibly cover all the expenses of a highly-structured, rigorous, professional employment and training program, and the prime sponsor must be able to secure contributions of money, staff, materials and supplies from other sources. Later chapters will discuss in detail how to plan the project budget and to identify

fund sources. Following is a brief discussion of some of the project's funding principles.

At a glance, VICI looks like an expensive project. The very elements that make the project successful are those things that make it appear to be costly. Low-ratio training by highly-skilled, experienced, professional craftsmen; intensive work projects requiring considerable materials; trainees paid wages beginning at least at the federal minimum; education and support services for all trainees; and vigorous placement campaigns--all these cost money and together would empty the coffers of any agency required to fund the project alone.

But, though each agency reaps all the benefits, no single agency bears all the costs, and each contributing agency can expect a healthy quantifiable return on its investment, in terms of tangible community improvements, an increased tax base, and in some cases revenue generated by the project itself. Additionally, each contributing agency will see substantial work value benefits accure and the community--particularly one with a large welfare-dependent youth population--will gain better workers and decreased welfare rolls. The work value figures quoted earlier in this chapter are suggestive. If one-fifth of the support of the project comes from CETA, the support providing agencies get roughly double the volume of output they could by directly contracting for the products. The prime sponsor gets more youth employed at more skilled jobs per CETA dollar when outside resources are tapped.

The eight VICI demonstration sites have levered funds from a wide range of sources, including local housing authorities, HUD agencies, CSA and CDA budgets, human resources institutes, housing development corporations, and more. Nationwide, the eight demonstration sites levered slightly more than 20 percent of the total funds, and three sites levered more than one-third of their funds from non-CETA sources.

Some projects may even generate some revenue for the prime sponsoring agency or one of the linked organizations. At one demonstration site, for example, trainees worked on abandoned houses owned by a city agency acting as work provider to the project. Five of these properties were sold by the city as residential properties. There is no reason that some prime sponsors cannot embark on projects which will generate revenue directly to the project, contributing to making the project that much less costly, in the long run, and more self-sufficient.

Internal Programmatic Considerations

While links and levering are the sine quo non for the organization and operation of VICI projects, what is even more important is the substantive activity which results. VICI projects have several unique features relative to more traditional work experience projects:

A. Intensive Supervision:

The eight VICI demonstration projects were designed to employ and train 60 youth at a time per site, with a trainee-to-supervisor ratio of six-to-one. A prime may determine that it can provide funds to support more than 60 trainees or that it can develop work projects sufficient for only 30 trainees. The overall project may certainly be scaled up or down. Yet a substantial scale is necessary to warrant the organizational effort and to spread overhead, as well as to provide justification for securing of external funding.

What cannot be radically altered, however, is the six-to-one trainee-to-supervisor ratio which helps to assure quality of work, intensive professional training and safety on the worksite. To set this in perspective, apprenticeship programs generally call for the reverse--six journeymen to one apprentice. There are several factors to consider in establishing the trainee-to-supervisor ratio.

(1) Type of Work: In real work situations, the confines of the job automatically set limits. For instance, it is difficult for a plumber to supervise two trainees, much less six, in a small bathroom. On the other hand, a carpenter may be able to supervise eight, ten, or more experienced trainees in framing out walls or drywalling, but fewer in finished carpentry work.

(2) Skill Level of Work: Clearly some work does not require the amount of training and supervision as might other work. Projects involving painting or insulation installation, for instance, require less oversight.

(3) Trainee Capability: Once trainees have had some exposure to the training, they need less supervision--in fact, some exceptionally well-qualified trainees may become assistant crew chiefs. On the other hand, as youth learn work demands and require less supervision, the types of skill levels of work usually increase which requires more individualized training and assistance.

In other words, the six-to-one ratio is not sacrosanct; on the average, however, it appears to have been a major ingredient in the success of VICI and the principle feature distinguishing VICI from other work programs.

B. Training and the World of Work:

The VICI model simulates the real work world. The benefits of the low trainee-to-supervisor ratio and of quality, skilled craftsmen in the project accrue to both trainees and community in some intangible ways. In addition to learning trades, the trainees learn good work habits and job skills. They learn to take direction and to work independently. They learn to come to work on time, and they quickly learn that they are not paid for time not on the job.

In other words, the trainees do more than provide physical improvements to the communities. They themselves become disciplined, professional workers. Even those who do not apply their VICI construction skills to their new jobs do apply other well-learned skills. They become, themselves, assets to their communities.

C. Production Versus Training:

The healthy tension that exists in the project must be maintained by the project operators, rather than avoided. If well-managed, the competition between meeting production deadlines, on the one hand, and guaranteeing the integrity of skills progressions, on the other, will keep the project on the track.

But to do this, the prime sponsor must be able to put together a staff of persons who can satisfy these dual needs. At most of the VICI demonstration sites, the agency managing the project hired as administrators at least one person with extensive knowledge and experience of CETA and manpower programs, and at least one person with an extensive background in the skilled trades. We speak more about this in later chapters, but the prime sponsor contemplating a project based on the VICI model must recognize that the presence of such persons on the project's staff is essential.

What Next?

The VICI experience suggests that the above elements are essential to the healthy operation of a multi-linked training and employment program. We do not suggest that the entire model can be adapted to every prime sponsor's overall goals or to every community's needs and resources.

The prime sponsor may wish for example, to train young adults aged 20 to 25, rather than 16 to 19 years old. The model may be scaled up or down in size to match local needs and resources. Or the target population may be limited to women who are single parents. Another prime sponsor may make agreement with a work provider responsible for transportation rather than housing. Still another might put its trainees to work on rehabilitating health centers or hospital facilities.

It is just as important to realize when this model is inappropriate. There are economies of scale and a need for continuity; unless adequate resources can be provided, and the multiple-linkages achieved, it will be difficult to market. The approach requires attention of the prime sponsor staff and delivery agent staff not necessary in less complete efforts. Supplementary sources of funding for materials and equipment must be available. Because of the high unit cost of the VICI approach, arrangements must be developed to assure that the selected participants are those who would benefit most from this approach. If these and other elements are not available, then more traditional, smaller-scale work projects are probably preferrable.

The prime sponsor who determines that the links can be made, adequate non-CETA funds levered, quality supervision provided, and employment and apprenticeships secured for a reasonable number of trainees, and who is prepared to vigorously guide and monitor the project to maintain a production/training balance, should view the model with enthusiasm. That prime will also want to read the remaining chapters of this manual, which were written as a "how-to" guide for prospective operators of such youth employment and training projects. From planning to operating, the step-by-step instructions and practical guidelines are contributed by persons from all VICI quarters: prime sponsor and delegate agency administrators, national VICI staff at P/PV, Office of Youth Programs (OYP) staff, VICI project staff and journeymen, trainees, fiscal and research personnel, representatives of work providing organizations and unions, and others.

"Project Alternatives," Chapter II, describes briefly and generally four kinds of VICI projects currently operating across the country. Also suggested are ways in which the multi-linked construction-training model can be adapted to other kinds of training programs and to community improvement programs not geared exclusively to housing stock rehabilitation. We suggest in this section, therefore, government agencies and departments to which prospective planners might apply for funding. We offer some clues as to how these funds and others may be applied to youth training and employment projects.

Chapter III, "Project Planning and Linkages," discusses three important elements: fiscal planning, project links and project management. We begin with the basics of fiscal planning. We then explain how to form the "links," the all-important relationships among the models planners, the unions, work providing organizations, education institutions, etc. And we provide a choice between two types of project management, explaining the advantages and criteria for each one.

Chapter IV, "Project Operations," offers an array of practical tips on start-up, fiscal management, payrolling, cost estimation, securing materials and supplies, scheduling license and permit inspections, and managing subcontracts--the "nuts and bolts" which frequently determine success or failure of the project.

Chapter V, "The Staff and the Trainees," explains what to look for in both groups, how to recruit and select them, how to phase them into the model and how to prepare them for an unusual project. We explain personnel policies for each group, support services and skill and wage progressions for trainees. In this section appear guidelines for planning and running placement campaigns, step-by-step instructions for staff members, union reps and trainees in securing employment after VICI training. All this is explained in the context of the delicate balance of training goals and production goals.

Chapter VI, "Some Common Questions and Answers," synthesizes from the previous material to pull together, in plain English, answers to the most frequent questions about VICI-type projects.

The appendices to the manual include other information the planner and manager will need--sample forms and reports; purchase order forms and

procedures; a sample set of participant rules and regulations; an explanation of the VICI work valuation formula and methodology; a sample VICI placement strategy; and more.

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CHAPTER II: PROJECT ALTERNATIVES

The first step in developing a VICI-type project is to determine its focus. Identifying and selecting among "targets of opportunity" must include an assessment of community needs, the abilities of alternate delivery agents, the availability of supplemental resources, and the possibilities for linkages.

There are several approaches to deciding on appropriate large-scale community improvement projects. The most obvious is to link up with local organizations--community development corporations, tenant or neighborhood groups, housing authorities, municipal code enforcement agencies--already involved in and funded for rehabilitation. This has the advantage of providing co-targeting of resources to an area of established need.

It may be, however, that the prime sponsor chooses to do its own determination of need and initiate rehabilitation in a previously untargeted area. This determiniation in itself can be an activity youth can become involved in--surveying and analyzing housing stock and demographic patterns.

In any event, there are several key concepts which are basic to any decision on how to proceed:

First, federal regulations require that CETA funded programs:

-- result in an increase in employment and training opportunities over those ordinarily available;

-- do not result in displacement of currently employed workers; and,

-- do not impair existing contracts for services or result in the substitution of federal funds for other funds in connection with work that would otherwise be performed.

Generally, work on low income housing will not result in any conflict with these regulations. Work on publicly-owned facilities should be approached with these cautions in mind, however. Early consultation with local labor unions and contractor organizations is important to assure this concern is addressed.

Before commiting resources to a project, the prime sponsor must determine if the rehabilitation is in line with an overall improvement trend in a neighborhood. It serves litle useful purpose to expend resources in a neighborhood experiencing rapid abandonment or intense vandalism. On the other hand, CETA primes should assure, to the extent possible, that rehabilitation results in upgrading for current residents, and does not encourage their displacement with higher income individuals.

The prime needs to establish time frames during which it is willing to commit resources, and then determine what work can be carried out during that period. At the same time, the work to be undertaken should be such

that it can be structured to provide for skills progression for trainees. Labor market information should provide a basis for expecting that job opportunities will be available for trainees in the areas identified for training.

The range of non-CETA tasks which could be involved in this model include:

-- doing a community needs assessment;

-- developing a feasibility study;

-- putting together a funding package;

-- determining homeowner eligibility; and,

-- procuring inventory and storing materials and supplies.

The prime sponsor needs to determine whether it or a delegate agency should become involved in these tasks. Linking with other established rehabilitation resources can reduce involvement in these activities.

But the primary consideration is the type of work project which will be initiated. VICI involved four major types of work projects: emergency home repair, painting, weatherization, and "gut" rehabilitation. The typologies which follow describe the main elements of each of these programs in general contexts.

Gut Rehabilitation

1. Objectives. A gut rehabilitation program seeks to return uninhabitable urban residences to the functional housing inventory. These residences may have been abandoned by the previous owner, damaged by fire or otherwise rendered unfit for occupation. Trainees gut out the damaged portion of the interior and exterior, perhaps down to the original exterior walls, and then rebuild the dwelling within the existing shell.

2. History/Value. The VICI national demonstration sites achieved impressive successes with gut rehabilitation work projects. In the first year, work on more than a dozen single- and two-family dwellings was completed and one large six-unit building was nearly completed. At one site, crews began the interior demolition work on an eleven-unit building.

Gut rehabilitation was frequently chosen by VICI operators because of the solid prospects it offered for training and visible community improvements. At such worksites, the project exposed trainees to all facets of the residential construction trades, including demolition, rough and finish carpentry, basement and foundation work, roofing, electrical, plumbing, heating, cement finishing, plastering, drywall installation, and taping and painting. Gutting and renovating a dwelling also followed a natural progression of skills, from pure physical labor in the demolition stage through advanced carpentry and painting tasks at the finish stage.

At each particular stage of the gut rehabilitation process, this type of project has much to offer. The demolition phases allow for an introduction to safety and first aid practices. The lengthy duration of the work at one site reduces the logistical difficulties of transferring materials and crews. An unoccupied dwelling has advantages as a training site, including the capacity to establish make-shift classroom settings and easier storage of materials and equipment. Finally, a completely rehabilitated dwelling is an impressive community improvement, visible to area residents and public officials alike as a tangible sign of neighborhood rejuvenation.

3. Disadvantages. The magnitude of a gut rehabilitation worksite also constitutes its chief drawback. Each site requires substantial materials and supplies, thereby lessening the number of projects that can be undertaken. The licensing, permits and inspections processes are more frequent and more rigorous in these worksites than in emergency home repairs. The range of trade areas and subcontractors required for gut rehabilitation demands tighter and more complex scheduling. All in all, however, gut rehabilitation provides a superior setting in which to accomplish the training and community improvement goals of such a project.

4. Work Provider. Most cities have designated as work provider a municipal agency or quasi-public corporation whose mission is to renovate substandard housing and return it to the housing inventory. This organization normally receives Community Development Block Grant funds and a variety of low-interest federally subsidized loans and construction funds. The agency gains title to the properties through condemnation or tax sale and contracts with a construction firm to completely rehabilitate them into single or small multi-family residences. In other cases, the agency transfers the title of the dwelling to a community organization that will, in its turn, rehabilitate the property and sell it or hold it for rentals. In yet other instances, a property is turned over to a "homesteader" who promises to rehabilitate and live in the property for a five-year period.

Work providers in the national VICI demonstration filled all of these roles. In one instance, the city agency retained title to the property and employed the VICI project as a general contractor to perform the rehabilitation. The city agency then sold the dwelling upon its completion. In other VICI sites, the VICI operator obtained title to the dwelling, rehabilitated it, and then held it for sale or rental to low-income community residents.

5. Trade Areas. Several types of construction workers can be usefully employed and trained in a gut rehabilitation project, including the carpenters, drywall tapers, plumbers, electricians, laborers and painters. In addition, plasterers can be employed on houses with basements and outside walls that require the application of stucco cement, and bricklayers are useful on masonry and stone houses. The bulk of the work will be done by carpentry and labor crews, while intermittent, miscellaneous trade areas will be covered by work crews on a revolving basis. For this reason, it may be necessary to have an emergency home repair component to provide work for the plastering, painting and roofing crews during "off" times at the rehabilitation sites. Several VICI programs solved this by hiring subcontractors to perform speciality and mechanical

work (such as roofing and plumbing) after first eliciting agreement from the subcontractor to supervise a two- or three-man crew of VICI participants. This allowed the projects to add a trade area, and the associated skill training and placement possibilities, without having to hire craftsmen in these trades for the duration of the project.

Emergency Home Repair

1. Objectives. An emergency home repair program (EHR) provides home improvement services, either on a small or large scale, to qualified property owners. An EHR program may offer two options. One program option is doing minor repairs such as replacing windows, locks, door hinges, electrical sockets or fixtures. The second option is to do major repairs, including porch construction, installing new electrical service, replacing plumbing systems, and replacing roofs and deteriorating foundations.

2. History/Value. Often municipalities have a backlog of properties with existing code violations. They are owned by elderly, economically disadvantaged or unemployed persons, who are unable to make the needed improvements. Some residents may have considered abandoning these properties. In such cases, the local housing code enforcement agency, in conjunction with the multi-linked training program, has the unique opportunity to improve living conditions and maintain the health of the neighborhood, and to provide a continued tax base for municipal coffers. Experience has shown that code enforcement agencies are amenable to providing such assistance to homeowners.

3. Source of Funding. Most municipalities have obtained federal funds for housing improvement or have made commitments from their own municipal revenues. The prime sponsor should seek out these funds, making sure that they can be applied to the program goals. Properties targeted by HUD, CSA, DOE, and state governments have funds available for housing programs. It is to the benefit of all concerned that the housing stock and real estate revenues be maintained.

4. Work Provider. The best work provider is an agency which can provide materials funds, has unfulfilled community commitments and is capable of providing necessary work orders in a timely fashion. An agency with deep community ties, which has been unable to satisfy those commitments, is a likely asset because it will look upon the program as a method of fulfilling its mission and it will provide quantitative support services to the program, including prompt work order assignment, initial cost estimates, transportation services and sign-offs on completed work orders.

A single work provider may be available to the program; for example, a relationship established with the local housing authority could guarantee work orders on a continuing basis throughout the demonstration. Such an agency would have systems in place which would be an asset to the program. A list of properties needing services would be immediately available. Estimators, inspectors, materials and truck drivers could supplement the existing program staff. Training of new staff would be minimized.

Alternatively, the prime may contract with a number of work providers. The managing agency could search out local agencies and organizations in need of assistance. In accordance with government regulations, the delegated managing agency must consider the type of agency, its goals, source of funds and services needed. For example, agencies such as the Boy Scouts, Young Men's Christian Association (YMCA) or local board of education would be acceptable as worksites. Work on the sanctuary of a church would, on the other hand, be disallowed due to constitutional separation of church and state.

5. Unions. A prime sponsor contemplating an emergency home repair project will negotiate with a range of unions, including any of the following: electricians, plumbers, carpenters, trowel trades, painters or plasterers. The prime should also consider the type of structures to be serviced and what the EHR program will emphasize. Substantive corrections should be the focus of the production and training goals; cosmetic improvements will be an added program benefit.

6. Advantages/Disadvantages of an Emergency Home Repair Project. A major home repair program presents the following advantages and disadvantages:

-- If major repair is emphasized, less frequent scheduling is required because there are fewer work orders.

-- Participants acquire more in-depth training experience in a major home repair program. Therefore, participants will face better placement prospects upon graduation.

-- Community improvements performed by a major repair program are more visible. The participating "links" are therefore able to get better publicity from such a program.

-- In a major repair program participants have the opportunity to rotate through different trade areas, and to gain greater knowledge of each.

-- Some major repairs may entail more sophisticated work than can reasonably be expected of trainees. It is possible that master journeymen, such as licensed plumbers or electricians, may be needed to perform work to meet certain municipal codes. Salary demands will prohibit their full-time, permanent employment in the project and they should be hired on an as-needed basis.

The program planner should be aware of these potential work provider problems:

-- If there is only one work provider, the program is totally dependent upon a single source of properties.

-- Multiple work providers also present problems. The managing agency is likely to maintain a stronger rapport with a single work provider than it would with multiple sources. With multiple work providers, it is more likely that pre-arranged inspection,

referral and sign-off systems will falter, since they are less frequently used.

-- Participating agencies must be cognizant of potential scheduling difficulties. All work providers consider their work a priority; therefore, scheduling should be a joint venture, closely coordinated and soundly structured.

Minor repair programs present a different set of advantages and disadvantages:

-- A program emphasizing minor repairs must constantly order materials, pay bills and schedule work orders if it is to maintain an uninterrupted flow of services rendered. Close coordination between the local management agency and work provider is a necessity.

-- Skill progression is another concern. A minor EHR program must make sure that the worksites provided offer sufficient opportunities for skill development. Otherwise, skill acquisition and potential placement will be severely minimized.

Painting

1. Objectives. A painting program seeks to provide painting and related services to the community. The services may include interior and exterior painting, in such sites as recreation areas, apartments and public areas in apartment houses, day care centers, police and fire stations, and the like. Trainees prepare properties for painting, including in such preparation glazing, taping, scraping, etc.

2. History/Value. In most municipalities, the local housing authority has an abundance of properties requiring services. The housing authority has predetermined dates for providing general maintenance, repair and painting services. Even though the goals for services have been set, the housing authority is usually unable to maintain the goals. While the housing authority may lack the manpower to do its work, it does have money and materials.

In the VICI demonstration, the single-trade program which provided only painting services completed work on over 350 one- and two-bedroom apartments in a one-year period. Trainees also painted public areas, a firehouse, swimming pool and recreation facilities.

3. Source of Funding. Monies for such a program can be derived from a variety of federal departments and channelled through local agencies. These include, but are not limited to, the Department of Housing and Urban Development (HUD), Department of Energy (DOE), and Department of Labor (DOL). Each department has different governing guidelines and the management agency should make sure that these guidelines are congruent with their particular goals. Within the demonstration, materials funds were derived from the local housing authority and municipal coffers.

4. Work Provider. Perhaps the best work provider will be either a municipal agency or local housing authority. Both agencies would have existing lists of properties requiring services, and both would have systems and monies in place which could be made available to the program. In the national demonstration, lists of eligible properties needing paint services were available. The city government had set aside monies for painting and other property improvements. Also, a warehouse facility was available where paint, ladders, drop cloths and other materials were stored.

5. Unions. The local management agency should assess the community needs and existing relationships with local trade unions before selecting trade unions. Consideration should be given to the ability of that trade area to function independent of other supporting unions. For example, if the projected program is to emphasize the paint trade, what preparation must be done before the painters are able to fulfill their responsibility? If tentative work orders require plumbing, carpentry, or electrical work, the local management agency will need to have these services provided by the work provider or make other arrangements. Such coordination can be minimized and possibly deleted if the work provider refers properties needing only painting service.

6. Advantages/Disadvantages. Within the demonstration, a single-trade painting program was operated. A single-trade program will have the following advantages whether it is related to painting, carpentry, masonry or electrical work:

-- It allows the funding source to establish a close rapport with one particular trade union.

-- The scheduling and re-scheduling of work is easier.

-- There is a cost savings on bulk purchases.

-- Reassignment of participants, when a journeyman is absent or on vacation, is easier.

-- Placement opportunities should be enhanced due to the extensive, in-depth training.

The disadvantages are:

-- The work provider must be able to provide a regular schedule and variety of work orders.

-- A program offering one trade can easily become monotonous if it is not properly structured; therefore a concrete effort must be directed at obtaining a variety of work orders offering increased skill development.

-- The local economy may not be able to absorb a mass entree of persons from a single-trade program.

-- It may be necessary to have another trade area make repairs prior to the intended repairs. For example, a room needing painting services may require replacement or repair of a wall (carpenters) before painting takes place.

Weatherization

1. Objectives. A weatherization program seeks to minimize or eliminate fuel and energy loss. This is accomplished by correcting structural deficiencies and deterioration. The primary improvements made in such a program would be roof repairs, replacing windows and moldings, caulking, brick pointing, installing gutters and leaders, bricking in windows and repairing oil burners.

2. History/Value. Within the national demonstration, the program that focused on weatherization provided extensive services to approximately 25 properties in the first year of operations. All the kinds of work described above was completed on multi- and single-unit residential properties. The results of the project were significant savings in energy costs and improved living conditions for the residents.

3. Source of Funds. Due to the present energy crisis, an expanded emphasis has been placed on energy conservation. The government is making a concerted effort to minimize energy loss. Monies for weatherization can be located in a variety of federal departments. These include the Department of Housing and Urban Development (HUD), Department of Energy (DOE), and Community Services Administration (CSA). Funds for weatherization and energy conservation are increasingly available but there is red tape and frequent delays in securing these funds. Often times, this system is quite burdensome and lengthy due to either federal, state or municipal requirements. It is quite possible unless proper planning takes place, that resources will not be available when the project is ready to get underway.

A comprehensive weatherization program will have a high per-unit cost. For example, doors and window frames will have to be made specifically for a particular work order. The prime sponsor seeking materials funds should be aware of the potential expense and be prepared to obtain funds prior to program start-up. Also, a system must be designed to ensure that the program will always have materials funds on hand. Suppliers will be very interested in prompt payment of bills due to their cost outlay and the fact that made-to-order items are non-returnable.

4. Work Provider. Because of the fragmentation of weatherization efforts at the local level, it may be difficult to locate an agency which has a list of properties which require such services. In the VICI demonstration, the delegate managing agency interviewed homeowners and certified their properties as being eligible for services.

An ideal situation is one in which a work provider has funds for materials and supplies but funds insufficient to cover the cost of labor, as well. If these funds are paired with CETA funds for enrollee costs, a significant impact on the community can be realized. It is important that

the work provider evaluate the properties referred to determine what will be the actual impact on the homeowner and the likelihood of continued homeowner occupancy after the work is completed.

5. Unions. The trade unions involved depend totally on the program's goals. If the project aims at extensive weatherization and also at cosmetic improvements, the unions linked might include trowel trades, carpenters, roofers, plumbers, painters and plasterers. If the program aims at limited weatherization services, the unions will include trowel trades, carpenters and roofers. In many areas, unions have played a limited role in weatherization efforts so linkages must be forged scratch.

6. Advantages and Disadvantages. The advantages are:

-- The weatherization program allows for stockpiling materials, such as sheetrock, tar paper, molding, caulking and insulation. This can mean less lag between ordering and work and can also allow bulk purchasing and suppliers' discounts.

-- Participants can learn a wide variety of skills, in trades which will be in increasing demand as weatherization funds make available more jobs in the near future.

The disadvantages are:

-- Due to size and bulk of materials necessary for a job, the project must have its own truck or van. This will mean that the program must hire a truck driver and contract for insurance and vehicle maintenance.

-- Items such as doors and windows must be ordered individually from the supplier and, therefore, the project staff must give the supplier adequate advance notice. This requires complex and careful worksite scheduling.

-- Federal regulations governing the expenditure of DOE, DOL, HUD and CSA funds are sometimes contradictory and confusing. Staff must be trained to interpret these rules and to select properties which are eligible for program services.

-- Most of the work, such as caulking, involves only a limited amount of training.

Other Possibilities

The projects initiated under VICI concentrated on these four areas: painting, weatherization, emergency home repair, and housing rehabilitation. One of VICI's most important lessons, however, was that the model adapts readily to a wide range of government programs and funding sources. There are a variety of other projects and funding sources which would appear to be likely candidates for multi-linked, community improvement, skills training projects. The following list is suggestive. For more details, consult the Catalog of Federal Domestic Assistance and/or the

local office of the department or agency in question, as well as the various state and local government offices in your area:

HEALTH CARE

COFDA # 64.005
Grants to States for Construction of State Home Facilities. Federal Agency: Department of Medicine and Surgery, Veterans Administration.

The objective of this program is to assist states to construct home facilities for furnishing domiciliary or nursing home care to veterans, and to expand, remodel, or alter existing buildings in order to furnish such care. Grants must be used for construction (land is excluded). Any state may apply after assuring that the assisted facility will be state-operated and used primarily for veterans. Joint funding is available (see OMB Circular No. A-111). The estimated available funds for Fiscal Year 1980: $7,500,000; for FY '81: $15,000,000.

The effort here would be to employ the youth population on portions of particular construction projects of the VA.

COFDA # 10.405
Farm Labor Housing Loans and Grants. Federal Agency: Farmers Home Administration, Department of Agriculture.

The objective of this program is to provide decent, safe and sanitary low-rent housing and related facilities (such as small infirmaries) for domestic farm laborers. Loans are available to farmers and associations of farmers. Grants are available to, among others, broad-based nonprofit organizations and nonprofit corporations of farm workers. (Grants are available only when pressing need can be shown and there is no other alternative.) Joint funding is available (see Circular No. A-111). Estimated loans for FY 1980 are $30 million and grants, $25 million. Rural CETA organizations should take special notice of this and similar programs.

COFDA # 52.007
Ozarks Health and Nutrition Demonstration Projects. Federal Agency: Ozarks Regional Commission.*

The objective of this program is to provide a flexible approach to health demonstration projects through community planning on a multi-

*Ozarks Region consists of Arkansas, Kansas, Louisiana, Missouri and Oklahoma.

Appalachian Region consists of designated counties in Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, Virginia and all the counties of West Virginia.

Coastal Plains Region consists of designated counties in North Carolina, South Carolina, Georgia, Florida and Virginia.

county basis. Grants may be used for planning, construction, equipment and operation of multicounty demonstration health and nutrition projects. Joint funding is available (see OMB Circular No. A-111). Applications may be made by states in the region, health systems agencies, local governments and nonprofit organizations. Estimate FY 1980: $300,000.

It should be noted that other regions have similar assistance available.* Those programs are: Appalachian Health Programs ($23.7 million); Coastal Plains Health and Nutrition Demonstration Projects ($150,000); Upper Great Lakes Health and Nutrition Projects ($50,000).

In most cases, applications for funds from the Regional Commissions are processed through the governor's office of the state in which the projects are to be operated.

TRANSPORTATION

Transportation and related projects have excellent potential for projects in that they involve the transportation and railroad unions, as well as the traditional VICI construction unions. Further, the current concern with energy and fuel conservation has increased commitments to improving transportation systems across the country. Programs with a dual emphasis--on energy and transportation--are quite feasible in some locales.

COFDA # 20.205
Highway Research, Planning and Construction. Federal Agency: Federal Highway Administration, Department of Transportation.

The objectives: assist State highway agencies in construction and rehabilitation of the Interstate highway system and also primary, secondary and urban roads and streets; to replace or rehabilitate unsafe bridges. Funds may be applied to highways, bridges, bikeways, pedestrian walkways, fringe and corridor parking facilities and rest areas. This program is eligible for joint funding but the initiative lies with the State Highway Agency (see OMB Circular No. A-111). Estimate FY 1980 grants: $8.4 billion.

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*Four Corners Region consists of Arizona, Colorado, New Mexico, Nevada and Utah.

Upper Great Lakes Region consists of designated counties in Michigan, Minnesota and Wisconsin.

Old West Region consists of Montana, Nebraska, North Dakota, South Dakota and Wyoming.

New England Region consists of Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont.

Pacific Northwest Region consists of Idaho, Oregon, Washington.

COFDA # 48.004
New England Regional Transportation. Federal Agency: New England Regional Commission.

The objective of this program is to develop, through meaningful planning, the proper mix of all transportation modes which best serve the economic, social and environmental interests of the Region. The grants may be used for planning, equipment purchase, construction and operation of demonstration projects. Joint funding is available (see OMB Circular No. A-111). Estimated FY 1980 grants: $2,750,000.

It should be noted that other regions have similar assistance available. Those programs are: Upper Great Lakes Regional Transportation ($100,000); Ozarks Regional Transportation ($200,000); Pacific Northwest Regional Transportation; and Coastal Plains Regional Transportation.

COFDA # 11.308
Grants to States for Supplemental and Basic Funding of Titles I, II, III, IV and IX Activities. Federal Agency: Economic Development Administration Department of Commerce.

The objective here is to provide funds to enable governors to select projects which will assist in the construction of public facilities and other projects which meet the criteria of the above Titles and are needed to initiate or enhance long-term economic growth. Grant or loan monies may be used for, among other things, construction of such public works as access roads, port facilities, railroad sidings and spurs, etc. State, local subdivisions thereof, Indian tribes and public or private nonprofit organizations or associations representing designated redevelopment or economic development areas are eligible. Joint funding is available (see OMB Circular No. A-111). FY 1980 estimate is $20 million.

COFDA # 20.501
Urban Mass Transportation Capital Improvement Grants. Federal Agency: Department of Transportation.

The objective is to assist in financing the acquisition, construction, reconstruction and improvement of facilities and equipment for mass transportation service in urban areas. Although most of the grants have been in the areas of railroads and buses, other forms of transportation (such as boats and people-movers) have received assistance. Public agencies, of course, may apply. But, private transportation companies may participate through contractual arrangements with a public agency grantee. Capital funds are also available through the states to private, nonprofit organizations for the purpose of providing transportation services to the elderly and the handicapped. Joint funding is available (see OMB Circular No. A-111). FY 1980 estimate: $1.4 billion; FY '81 estimate: $2.48 billion.

COFDA # 23.008
Appalachian Local Access Roads. Federal Agency: Appalachian Regional Commission.

The objective is to provide access to industrial, commercial educational, recreational, residential and related transportation facilities which relate to the improvement of the area. Grants may be used for engineering, right-of-way, relocation and construction. Joint funding is available (see OMB Circular No. A-111). FY 1980 estimate is $15 million.

COFDA # 48.002
New England Technical and Planning Assistance. Federal Agency: New England Regional Commission.

The objective is to evaluate the needs of and develop the potentialities for the economic growth of the Region through a variety of means including demonstration projects and training programs. Efforts are concentrated in three priority areas of energy, transportation, and commercial/industrial development. The emphasis in the transportation area is on the Region's rail system. FY 1980 estimate is $5 million.

COFDA # 20.102
Airport Development Aid Program. Federal Agency: Federal Aviation Administration, Department of Transportation.

The objective is to assist public agencies in the development of a nationwide system of public airports. Grants can be used for construction, alteration and repairs of facilities and equipment. FY 1980 appropriation is $640 million.

HOUSING

VICI has a proven track record in housing. The manual suggests sources of funding in addition to those listed below; program planners should be able to identify still more.

COFDA # 14.218
Community Development Block Grants/Entitlement Grants. Federal Agency: Community Planning and Development, Department of Housing and Urban Development.

The objective is to develop viable urban communities and expand economic opportunities, principally for persons of low and moderate incomes. Some of the specific activities that can be carried out with block grants: rehabilitation of residential and nonresidential structures and provisions of public facilities and improvements such as neighborhood centers. Eligible applicants are cities in SMSAs with over 50,000 population, urban counties as defined in the Housing and

Community Development Act, and central cities with populations under 50,000. FY 1980 estimate is $2.7 billion.

COFDA # 14.221
Urban Development Action Grants. Federal Agency: Community Planning and Development, Department of Housing and Urban Development.

The objective here is to assist severely distressed cities and urban counties through economic development and neighborhood revitalization. Assistance may be used to support new housing construction. Joint funding is available (see OMB Circular No. A-111). Eligible applicants are distressed cities and urban counties which meet minimum standards of physical and economic distress, which demonstrate results in providing housing for persons of low and moderate income, and which demonstrate results in providing equal opportunity in housing and employment for low and moderate income persons and members of minority groups. FY 1980 estimate is $400 million.

COFDA # 49.011
Community Economic Development. Federal Agency: Community Services Administration.

The objective is to promote special assistance programs to private, locally-initiated community development corporations (CDCs) in order to arrest chronic unemployment and community deterioration in urban and rural areas and to invest to start, expand or locate enterprises to provide employment and community ownership opportunities for the residents of such areas. A CDC may plan and invest in such projects as housing, land development, industrial parks and commercial centers. Joint funding is available (see OMB circular No. A-111). FY 1980 appropriation is $44.5 million. FY 1981 estimate is $48.5 million.

COFDA # 14.506
General Research and Technology Activity. Federal Agency: Office of Policy Development and Research, Department of Housing and Urban Development.

The objective is to carry out high priority research and demonstration programs (pre-selected by the Department) to serve the needs of housing and community development groups and, at the same time, to improve the operations of the Department's programs. Among the research areas eligible for grants are: energy conservation, national housing needs, evaluation of existing housing and community development programs. Contracts, grants and cooperative agreements are available to State and local governments, industry and nonprofit and academic institutions. Programs are already underway in neighborhood preservation and revitalization, community development and growth, solar energy applied to housing needs and urban economic development. FY 1980 estimate is $53 million.

COFDA # 23.005
Appalachian Housing Project Planning Loan, Technical Assistance Grant and Site Development and Off-Site Improvement Grant: State Appalachian Housing Programs. Federal Agency: Appalachian Regional Commission.

The objective, besides stimulating low and moderate income housing construction and rehabilitation, is to assist in site development and off-site improvements. Site Development and Off-Site Improvement Grants may be used only for reasonable site development costs and necessary off-site improvement costs when used in conjunction with HUD and Farmers Home Administration and/or state low and moderate income housing programs. These grants must be essential to the economic feasibility of housing constructed or rehabilitated for low and moderate income families and individuals. Private nonprofit organizations, limited dividend organizations, cooperative organizations and public bodies are all eligible to apply. The Project Planning loan is basically a loan program; however, in some cases of demonstrated need, the loan may be partially or totally waived.

ENERGY

The South Bronx's VICI focused on weatherization. Energy-related programs can involve more than weatherization, however. Program operators should consider the possible relationships between energy and transportation and energy and recreation and more.

COFDA # 81.041
Weatherization Assistance Program for Low-Income Persons. Federal Agency: Department of Energy.

The objective of this program is to insulate the dwellings of low-income persons, particularly the elderly and handicapped low-income, in order to conserve needed energy and to aid those persons least able to afford higher utility costs. Grants may be used to install ceiling insulation, caulking, weatherstripping and storm windows and to effect furnace efficiency modifications. States, including the District of Columbia, and in certain instances, Native American tribal organizations are eligible to apply. If a state does not apply, a local government or a Community Action Agency within that state can apply. FY 1980 estimate is $198,750,000; FY '81: $198,000,000.

COFDA # 52.005
Ozarks Energy Demonstration Projects and Programs. Federal Agency: Ozarks Regional Commission.

Stress here, of course, is on the regional aspects. Among the objectives: to demonstrate innovative methods of producing energy, conserving energy and converting to alternative energy sources. Programs have been as varied as funding a demonstration project to use

solar energy to heat poultry shelters to a project studying coal transportation requirements for the region. Joint funding is available (see OMB Circular No. A-111). FY 1980 estimate is $200,000.

It should be noted that other regions have similar assistance available. Those programs are: Four Corners Energy Demonstration Projects and Programs ($3.5 million); Upper Great Lakes Energy Projects and Programs ($100,000); and Pacific Northwest Energy Demonstration Projects and Programs.

EDUCATION

Program planners should strongly consider a link between the project and a local school system. In exhange for improvements made by trainees in school facilities, school administrators might provide intensive GED instruction, remedial education, driver's education, support services and the like for trainees.

COFDA # 13.515
Emergency School Aid Act--Basic Grants to Local Educational Agencies. Federal Agency: Department of Education.

The objective is to assist the process of eliminating, reducing, or preventing minority group isolation and aiding school children in overcoming the educational disadvantages of minority group isolation. Local Educational Agencies can use funds for many activities including minor remodeling. Joint funding is available (see OMB Circular No. A-111). FY 1980 estimate: $137,600,000.

COFDA # 13.477
School Assistance in Federally Affected Areas--Construction. Federal Agency: Department of Education.

The objectives are to provide assistance for the construction of urgently needed minimum school facilities in school districts which have had substantial increases in school membership as a result of new or increased federal activities, or where reconstruction of facilities is necessary because of natural disaster. Joint funding is available (see OMB Circular NO. A-111). Emphasis for fiscal years 1979 and 1980 is on Indian school construction as well as meeting the critical construction needs on federal installations. FY 1980 estimate is $45 million.

COFDA # 23.012
Appalachian Vocational and Other Education Facilities and Operations. Federal Agency: Appalachian Regional Commission.

The objectives are to provide the people of the region with the basic facilities, equipment and operating funds for training and education

necessary to obtain employment at their best capability for available job opportunities. Funds may be utilized for construction and equipment including education demonstrations. Joint funding is available (see OMB Circular No. A-111). In fiscal 1979, an estimated 45 construction projects and 90 additional operating and demonstration projects were expected to be approved. FY 1980 estimate is $19 million.

RECREATION

In Broward County, Florida, the prime sponsor secured some Community Development recreation funds to support the VICI project. Urban recreation facilities will receive increased attention in the coming years as fuel conservation efforts encourage people to look closer to home for these activities.

COFDA # 15.400
Outdoor Recreation--Acquisition, Development and Planning. Federal Agency: Heritage Conservation and Recreation Service, Department of the Interior.

The objectives are to provide financial assistance to the states and their political subdivisions for the preparation of comprehensive statewide outdoor recreation plans and acquisition and development of outdoor recreation areas and facilities for the general public. Grants are wide-ranging; i.e., inner city parks, bike trails, picnic areas, and such support facilities as roads, water supply, etc. Priority consideration is generally given to projects serving urban populations. Joint funding is available (see OMB Circular No. A-111). FY 1980 estimate is $359 million.

COFDA # 75.003
Old West Supplements to Federal Grant-in-Aid. Federal Agency: Old West Regional Commission.

The objectives are to enable states and other entities to take maximum advantage of federal grant-in-aid programs for the construction or equipping of facilities or the acquisition of land. Grant-in-aid supplements provide a portion of the local share of federal grant-in-aid programs when the community, because of its economic situation, cannot supply the matching share. Joint funding is available (see OMB Circular No. A-111). More than one-half of 1978 funds went to recreation and tourism projects. FY 1980 estimate is $1,650,000.

It should be noted that other regions have similar assistance. Those programs are: Appalachian Supplements to Federal Grant-in-Aid ($50.9 million); Coastal Plains Supplements to Federal Grant-in-Aid; and Upper Great Lakes Supplements to Federal Grant-in-Aid ($4.1 million).

Generated Income

Another source of supplementation for project costs is generated income. The typical work experience and training project hires youth to perform minor community improvements and pays the youth out of CETA funds. Occasionally a community development agency will provide funds for hand tools or consumable supplies. The product of such a project has little value on the open market, hence little potential to produce revenue. A multi-linked, fund-levered project has, on the other hand, a real potential to generate some income, an important factor for prime sponsors to consider.

One site in the national demonstration received title to three abandoned houses and one unfit six-unit apartment building. Using CETA funds for wages and administrative costs and a Community Development grant for materials and supplies, these buildings were renovated and returned to the housing inventory. When the work was done, the three houses were sold and the apartment units held by the CETA project operator for low-income rental. This generated revenues of approximately $70,000 from the sale of the houses and $15,000 in annual rental income. At another site, five abandoned houses owned by the city housing development corporation were rehabilitated and sold to low-income community residents, realizing for the housing corporation roughly $100,000 in revenue. At yet a third site, eleven vacant single-family homes were renovated and sold to target-area residents, generating over $200,000 in revenue. Finally, in another city, under contract to a county housing authority, the project gutted and rehabilitated two duplexes to be occupied by low-income renters, producing roughly $12,000 annually for the county.

The federal government has a very specific policy regarding the disposition of any such revenue that is generated by federal dollars (see 20 CFR 676.36). In essence, all revenues are to be reinvested in the same or similar programs. Although the regulations may vary somewhat from agency to agency, this means that revenue from the sale of a CETA rehabilitated house must be applied towards any CETA activity authorized under the former grant or agreement. The Department of Housing and Urban Development has similar regulations governing the revenue generated through the sale or rental of HUD-funded projects.

When the funding comes from two or more sources--for example, HUD and CETA--then the program revenue is allocated among the funding sources according to the proportion of funds invested in the project. However, the regulations regarding disposition of program revenue remain in force. Each participating agency, whether prime sponsor or community development agency, must reinvest the revenue in further similar projects.

While requiring that revenue be applied to activities authorized under the grant, both these federal agencies allow program revenue to be applied against any budget line in the rehab project, giving administrators considerable latitude in the use of this money. For example, suppose a dwelling renovated with a combination of CETA and CD funds is sold to a low-income community resident, netting $20,000 after the costs of advertising and selling the property are subtracted. Acording to recent guidelines from both HUD and DOL, this $20,000 profit must be applied

towards activity authorized under the former grant, but it can be applied in any budget category, whether administration, worksite supervision, enrollee wages or materials and supplies.

It is unlikely that a project will become totally self-supporting, given its training and placement goals. However, the capacity to generate program revenue can be an important factor in establishing training projects, as it provides a source of discretionary funds which can be used to offset some of the program start-up and operating costs. Perhaps even more important is the fact that revenue generation is an attractive feature to municipal leaders, who are hard-pressed to make every available public dollar go further. The potential for program revenue should strengthen the prime sponsor's hand considerably in negotiations with community development and other work providing sources. They will be more likely to cooperate with a model such as this if some of their expenditures are seen as investments that provide a measureable return in the form of program revenue.

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CHAPTER III: PROJECT PLANNING AND LINKAGES

Once the project concept and possible funding sources are determined, intensive effort must be devoted to planning and development of the necessary linkages. Planning and linkage development must go hand in hand.

A key feature of the VICI model was the cooperation among the institutions which provided resources to the project. Because the program demands much attention, support is needed--in dollar, material and human terms--from many quarters. The project relies heavily on a network of institutions to supply staff, crew supervisors, worksites, materials and supplies, architectural services, educational support and supplementary funding.

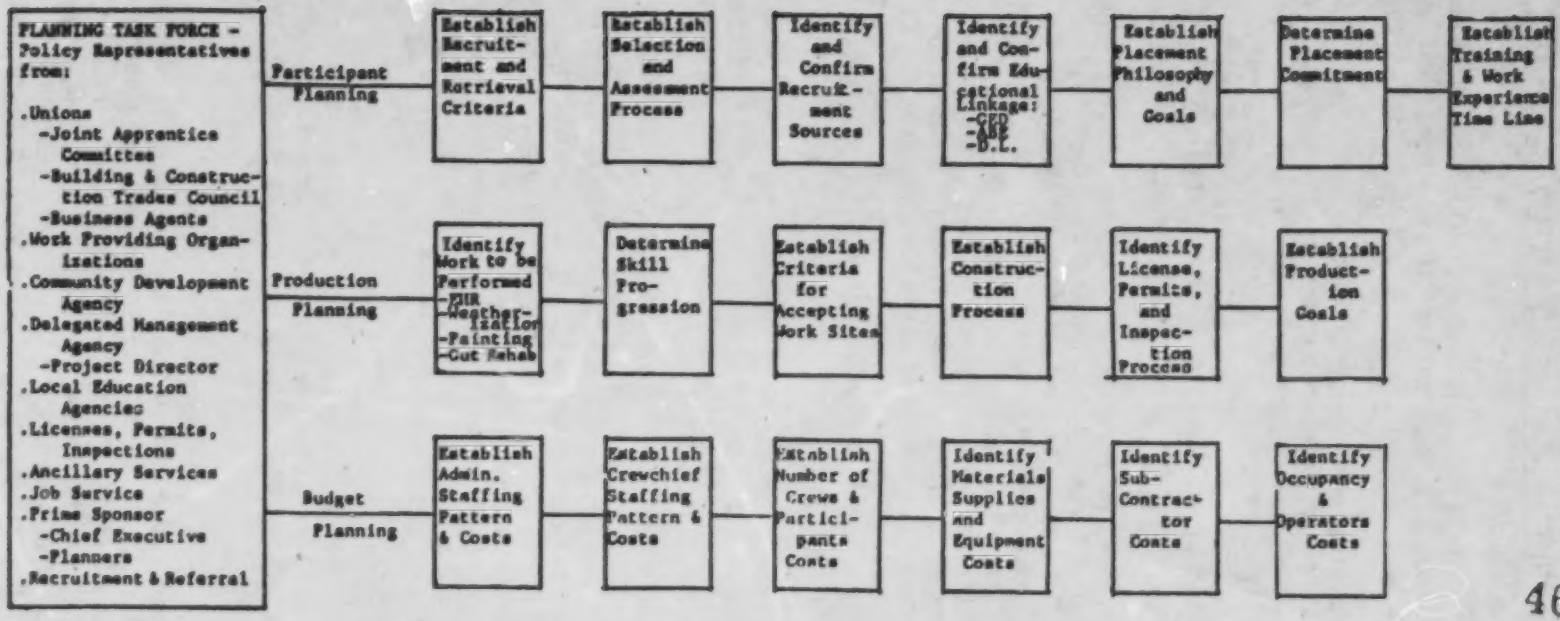
There may be many ways to achieve these "links"; but the most successful approach is to set up a "planning task force," securing the participation of the director and/or business agents from each of the organizations essential to a successful project. For example, chief executives of the prime sponsor, community development agency, building and construction trades council, carpenters' and painters' unions, area technical college, building inspection department, and the proposed project operator might all serve on the planning task force. Each of these persons enjoys a fundamental understanding of the human services or the construction field. Each also has sufficient stature in his/her organization to make binding commitments of support, services or funds.

The task force approach is recommended for a number of reasons. It involves the participation of a wide range of institutions and fosters a sense of ownership among organizations that ordinarily might be in competition for funds or services. It generates peer pressure that will frequently induce task force members to provide more extensive support or services than they ordinarily would provide if approached as individuals. The task force can produce a momentum that will move the sponsoring agency through the transition from planning to operations. It may dispel some fears about mixing social and construction objectives, and it can alleviate some of the resistance that union and other private sector organizations display towards government, and particularly CETA programs. Finally, the task force is easily tranformed into an advisory group that provides on-going direction, support and problem-solving for the project once it begins operations.

The task force must focus on four key elements: the union link, the work providing link, arrangements for licenses, permits and inspections, and the education and other support services link.

The Union Link

As the reader sees throughout this manual, the construction unions (or a strong substitute) are the key ingredient in a successful project. They provide craftsmen skilled in the many trades and are a major factor in assuring quality at the worksite. Unions have long been in the business of training apprentices and can assist project planners in developing training curricula, skills progressions, equipment and supplies lists, evaluation


PLANNING TASK FORCE - Policy Representatives from:
.Unions
-Joint Apprentice Committee
-Building & Construction Trades Council
-Business Agents
.Work Providing Organizations
.Community Development Agency
.Delegated Management Agency
-Project Director
.Local Education Agencies
.Licenses, Permits, Inspections
.Ancillary Services
.Job Service
.Prime Sponsor
-Chief Executive
-Planners
.Recruitment & Referral
Participant Planning
Establish Recruitment and Retrieval Criteria
Establish Selection and Assessment Process
Identify and Confirm Recruitment Sources
Identify and Confirm Educational Linkage:
-GED
-ABE
-D.L.
Establish Placement Philosophy and Goals
Determine Placement Commitment
Establish Training & Work Experience Time Line
Production Planning
Identify Work to be Performed
-Painting
-Cut Rehab
Determine Skill Progression
Establish Criteria for Accepting Work Sites
Establish Construction Process
Identify License, Permits, and Inspection Process
Establish Production Goals
Budget Planning
Establish Admin. Staffing Pattern & Costs
Establish Crewchief Staffing Pattern & Costs
Establish Number of Crews & Participants Costs
Identify Materials Supplies and Equipment Costs
Identify Sub-Contractor Costs
Identify Occupancy & Operators Costs

forms and other materials. Formal union support is essential for the placement of graduates in apprenticeship programs: journeymen will provide information about the apprenticeship process and requirements, and they will provide tutoring and coaching for the interview process. Just as important, the journeymen can significantly enhance placement through their informal network of employment contacts.

Planners will approach unions according to the various locals' receptivity and to the type or types of work to be undertaken in the project. The current VICI projects--emergency home repair, weatherization, painting and gut rehabilitation--employ a variety of craftsmen, including carpenters, painters, electricians, plasterers, bricklayers, plumbers, roofers, and laborers. Involving the licenses trades (e.g., plumbers and electricians) may be more difficult but can be managed.

A typical project will solicit the cooperation of two or three unions, most frequently carpenters' and painters'; the number may vary, however, and experience has shown that there are advantages to multiple union involvement as well as single union involvement.

A large number of unions may enhance the prospects for apprenticeship placements, since each union is typically willing to take a limited number of graduates. Additional trade areas mean broader training opportunities for participants and less reliance on subcontractors to do portions of the construction or rehabilitation work.

On the other hand, a smaller number of unions may mean that the membership will have a more intense relationship with and commitment to the project and trainees. A smaller number of unions will also relieve the need for complex schedules, crew assignments and materials procurement.

Once the prime sponsor identifies the particular unions with which it would like to link, contact should be made with the local Human Resources Development Insitute (HRDI), the manpower arm of the AFL-CIO. HRDI assists employers and CETA offices in their efforts to develop working relationships with local unions. If there is no local HRDI representative, contact the local building and construction trades council or the "umbrella group" which represents it. This contact should provide the prime with entree to the unions. At a local union headquarters, the prime should contact the business manager or one of his agents.

The unions, like other institutions, are likely to cooperate with the training project if it is clear that the project can meet their own significant needs as they meet its needs. The project does, in fact, benefit the union, and planners should point out these benefits: an opportunity for unions to pre-screen for their apprentice programs; a source of qualified, motiviated minority and female apprentices to satisfy currently intense affirmative actions pressures; inclusion in rehabilitation activity where unions have not typically been active in many areas; and much positive publicity. The multi-linked project gives the unions an opportunity to promote unionism at a time when the union movement has increasing interest in maintaining strong government relations.

But the most obvious and persuasive reason for the unions to consider a link with the project is that the project provides long-term, full-time employment for journeymen at straight salary and fringes. This may be lower yearly pay than would be earned by a journeyman working 52 full-time 40-hour weeks at prevailing union-scale hourly wages. But such 40-hour weeks are subject to weather and to building and construction trends. A training program based on this model offers steady employment to groups of journeymen. More paid holidays and sick leave benefits may also be a benefit.

The unions can also recommend for employment as crew chiefs their members who are experienced but who may be looking for more in the way of job satisfaction than a regular, full-time construction job might offer. Retired or semi-retired journeymen, for example, might be available to work in the training project.

The planner should, in addition to indicating the benefits of participation, take precautions to assure the unions that none of their interests are being threatened. They will need to be assured that the work to be undertaken by the youth trainees is for low-income residents and community organizations and would not likely be done by union contractors.

A key factor in assuring union participation is compliance with the Davis-Bacon Act. The Department of Labor (in Field Memorandum #433-77) has determined that the wage requirements of the Davis-Bacon Act do not apply in Title II, III, IV, and VI projects when only CETA funds are being used. Where CETA funds are used in conjunction with funds from other federal sources (e.g., HUD, CSA) the applicability of Davis-Bacon is determined by the statute under which the other federal funds are obtained. In the event that the prime sponsor is unable to determine whether a statute requires Davis-Bacon wage rates, the local field office of the Employment Standards Administration or the appropriate federal agency should be consulted in reaching a decision. The Employment Standards Administration can also provide operators with current Davis-Bacon wage schedule information should David-Bacon be found applicable. These wage schedules are also updated regularly in the Federal Register.

The following is a list of federal statutes which have been identified by the Department of Labor as frequent sources of supplemental funds, and all of them contain some specific Davis-Bacon provisions:

Housing and Community Development Act of 1974 (PL 93-383
National Housing Act (12 USC 1715c)
Housing and Urban Development Act of 1970 (PL 89-136)
Economic Opportunity Act of 1970 (PL 88-443)
Public Works Employment Act of 1977 (PL 95-28)
Public Works and Economic Development Act of 1965 (PL 89-136 as amended)

Some specific examples of Davis-Bacon applicability are:

- o If a rehabilitation project is combining CETA with Community Development Block Grant (CDBG) funds, the Davis-Bacon requirement is contained in the Housing and Community Act of 1974, which

authorized the CDBG program. This law specifically exempts the rehabilitation of residential property from Davis-Bacon unless the property "is designed for residential use of eight or more families."

- If a rehabilitation project combines CETA with HUD Section 312 Rehabilitation Loans, then there is a slightly different ruling. Davis-Bacon applies to projects using Section 312 if any of the property being rehabilitated contain eight or more dwelling units after the rehabilitation. A CETA project which also involved 312 loans would thus be exempt from Davis-Bacon as long as all of the finished rehabilitated properties had seven or less dwelling units.

- If a rehabilitation project combines CETA with rental assistance under HUD Section 8 Substantial Rehabilitation, the ruling is that Davis-Bacon applies to any project with nine or more assisted units. This means that if eight or less units are to be rental assisted with Section 8 when the work is completed, a CETA rehabilitation project (which could also contain unassisted units) would be exempt from Davis-Bacon.

  Note that the CDBG and Section 312 Davis-Bacon provisions apply to individual "properties" while the Section 8 requirement refers to a total "project." This distinction reflects the tendency for CDBG and Section 312 housing rehabilitation to focus on small owner-occupied one to six family dwellings, while Section 8 has tended to finance rental subsidies in larger multi-family housing developments or major building conversions (e.g., converting a factory into apartments).

- Where a CETA project uses only private financing, by definition Davis-Bacon does not apply.

Nonetheless, to ensure the union relationships necessary for a successful project and to stay true to the spirit of the Davis-Bacon Act and Department of Labor guidelines, the planner should consult early-on with trade union representatives to assure that applicable Davis-Bacon requirements are observed, and that wages paid are equal to the established wage paid non-CETA workers doing comparable work.

When the prime sponsor and union representatives meet to discuss program goals and mutual concerns, the issue of potential apprenticeship placements can and should be raised. The prime will probably find that the union (or the contractors' association) will not make specific, numerical commitments of placements, but can commit to train and give serious consideration to qualified graduates. Journeymen employed by the demonstration can tutor and refer participants for apprentice vacancies. The unions are certainly amenable to providing information on filing applications, apprenticeship requirements, apprenticeship classes, and other things valuable to the prospective apprentices.

To recap, then, below are listed the primary advantages to the project and the unions of a union link:

Advantages to the project of Union Link or Professional Contractor Link:

1. placement opportunities in apprenticeships and related jobs;
2. informal placement network to supplement regular placement procedures;
3. participation on advisory boards;
4. intense, professional training;
5. control over quality of work produced;
6. imposition of professional work habits and standards.

Advantages to the Unions:

1. long-term, full-time work for journeymen;
2. chance to pre-screen apprentice candidates;
3. minority and female apprentice candidates;
4. positive publicity, promotion of unionism.
5. inclusion in rehabilitation activity, which they may not have been active in, in many areas.

In some areas, there may be no unions or they may lack size and strength. In such instances, the prime sponsor must pursue other alternatives. The lack of union involvement does not negate the possibility of an effective multi-linked project. It does mean that another source of skilled instructors and placement opportunities must be found.

For a construction-related training/employment project, the most likely source is the general building and contractors association, a minority contractors association, or similar groups. It is important to identify a well-structured, active association which has the experience and capability to perform in the desired manner. The local Chamber of Commerce should be able to provide information on such organizations.

Even non-union-linked training programs can expect to place graduates in apprenticeships. The Bureau of Apprenticeship and Training (BAT) has established apprenticeship guidelines for construction, non-construction, union and non-union work situations. BAT sets the apprenticeship requirements and monitors to ensure compliance. The prime should investigate the local availability of such apprenticeship positions as it would if unions were involved.

The Work Providing Link

Establishing links between the project and prospective work providing organizations is a primary objective of the planning process. A work-

providing organization is characterized by its having worksites and materials and supplies or the funds to purchase them. The role of the work-provider is to provide a suitable inventory of buildings, homes, public housing units and the like as worksites for trained work crews. Typical work providing organizations are community development agencies, building code enforcement agencies, quasi-public development corporations, public housing authorities, weatherization and community action agencies, and a whole host of community-based organizations. Tenant organizations in buildings deserted by landlords and taken over by municipalities may also have eligible work and money for supplies.

A good work providing agency will have solid assets for the project. The work to be done at the sties will have sufficient scope and variety to meet the training and work-experience goals of the project. An emergency home repair assignment calling for demolishing and rebuilding a large front porch involves a variety of activities and a great deal of skill content. On the other hand, an emergency home repair that calls only for replacing broken windows and hanging a storm door provides very little skills growth. A good work providing organization will also make available appropriate worksites in a timely and effective manner. And, when worksite selection is the work-provider's responsibility, the project managers are spared insinuations of favoritism and cronyism.

Such an organization can also be an invaluable asset beyond supplying worksites. It will frequently provide materials, supplies and materials funds to offset administrative and supervisory costs which arise outside CETA guidelines. It may provide important "in-kind" assistance, such as insurance and architectural services. It may even offer construction technical assistance and help in expediting licensing or other inspections. Finally, it may provide invaluable contacts for placements through its network of suppliers and contractors. Obviously, the choice of the work providing agency should consider all of these dimensions.

As with the unions, a work providing organization will cooperate with the training program only if it perceives such cooperation to be in its own interest and will help fulfill its mission. Such cooperation can, the planner will point out, be beneficial to the work provider in several ways. Work providing organizations are frequently under constraints regarding the amount of money that can be spent to improve a given building or worksite. With most of their labor costs picked-up by CETA, the work providing organization is able to expand the scope of work at any given site or, conversely, to work at a larger number of sites by committing its own funds entirely to materials and supplies. In Philadelphia, for example, a city housing and community development agency was limited to $2,700 worth of emergency repairs to any given low-income owner-occupied home. If this work provider had used conventional contractors to do the work, the funds would have been limited to the repair of perhaps one or two major systems, for instance, the roof and interior painting. Where the linked project did the work at this site, the $2,700 allowed for the repair of four systems--roofing, plumbing, electrical and painting.

The planner should bear in mind that most community improvement agencies have long been solicited for collaboration with CETA-funded organizations. Unfortunately, however, the past quality of work has fre-

quently been inferior and production so irregular that the work provider may now be quite skeptical that a youth project can meet his needs. The planner may best counter skepticism by noting the presence of the journeymen and by bringing the work providing organization onto the planning task force and advisory board. The project should also plan on demonstrating its competence with a few small-scale projects. Every VICI city in the national demonstration that encountered this skepticism chose this approach and soon won over the work providing organization.

While the work providing organization can provide many elements to the model--worksites, funds, licensing assistance and in-kind services--its primary contribution in the end may be the emphasis on quality that it affirms. In effect, it purchases services from the project. The work providing organization adds a production and quality focus, a "real-world" orientation that is a vital ingredient of a training and employment project.

Just as the CETA prime sponsor imposes its own eligibility standards on applicants and clients, the work providing agency may have eligibility requirements for trainees and worksites in order to meet the funding agency's standards.

The prime sponsor can exercise two options to determine eligibility and to avoid incurring ineligible costs. In the first, the prime sponsor allows the linked agency or agencies to provide worksites, placing the onus of the eligibility determination on that agency. It is quite possible that such agencies will have lists of eligible properties; this will eliminate the time and effort put forth in securing properties. Usually properties managed by the municipality or local housing authority are automatically qualified for services, but the prime sponsor must make sure that they also present opportunities for the adequate training and skill progression. The prime must also be sure that these properties will be referred to the project on a regular schedule.

The second option is for the prime sponsor or delegated management agency staff to determine eligibility. In this situation, project managers maintain tighter control over work flow and worksite selection. But they must assume total responsibility for selecting qualified properties. The program must have adequate and capable staff performing this function, and these persons must have access to or a working knowledge of the different agency eligibility criteria. Should an error be made, the management agency could be held accountable for ineligible costs.

It may also be possible to develop a joint eligibility system. If a system for determining eligibility is a joint venture between the prime sponsor and work provider, it is probable that mutual concerns will be addressed early in the process and adequate attention will be given to potential problem areas.

Licenses, Permits and Inspections

Housing construction and physical community development are rigorously regulated activities. Work in these areas is subject to a variety of

zoning, bonding, licensing, certifying and inspection requirements. Several municipal agencies may be involved in this process, each representing a limited jurisdiction. The zoning ordinances are enforced by one agency, the building code by another, and the city will allow certain work to be performed only by licensed personnel. Most will require a physical inspection of the worksite upon completion and some will require periodic or interim inspections at key points during the work at the sites.

Meaningful links in this area are well worth the effort required to establish them. A strong link can serve to expedite these processes and be a real boon to the project. If a sound link exists, the agencies may arrange to waive permit fees and bonding requirements, allow work to commence or continue while permits are "in process" and work closely with project staff to coordinate interim and final inspections. Without a strong link, these requirements can halt work at the site and significantly inhibit training and production. Nothing is more detrimental to a project than to have participants and staff standing around or doing "make work" because a required permit is not available on schedule.

These processes can easily interfere with the timely and efficient operation of a worksite. Meaningful links must be established and maintained with the agencies responsible for these functions. These can best be established by exploiting the knowledge and contacts of the work providing organization and the unions. Planners will seek technical assistance from these organizations and then initiate a series of meetings with policy-level personnel from the various licensing, inspection and permit agencies to obtain their support for the advisory board. Often, the board of the agency operating the project will include a representative from one of these agencies.

The municipal building inspection department will play a key role since it will seek assurances that construction is being done in accordance with local building codes. The work providing organization will inspect the finished work project, or at the least, require certification that the job is properly done. Often this requirement will come prior to an authorization for payment. Even the mortgage lender, if it is FHA-insured, may require periodic inspections.

Securing licenses and permits is facilitated if the work provider is itself the license and inspection agency or if the work provider has a strong tie with the licensing agency. In Atlanta, the Bureau of Buildings acted as work provider, bringing to VICI its own ties into the license and inspection procedures in Atlanta. However it is managed, this link is vital to the project. For this reason, at least one senior project staff person must have extensive knowledge of the construction process. This is one of the most important roles senior staff will play. This staff person will have a comprehensive understanding of the role that permits, licensing and inspection play in construction and of the ability of these activities to impede progress at the worksite.

The Education and Support Services Link

Experience in the VICI demonstration suggests that the education link is the easiest to establish but the most difficult to turn into a meaningful asset to the project. School system representatives participate on planning task forces and advisory boards, but the linking institution must get something out of the project if the early cooperation is to bear fruit. The advantages to the schools of involvement in VICI seem, at first, to be the least tangible and the results of the education link the hardest to demonstrate.

However, there <u>are</u> tangible benefits to the schools. The program provides excellent hands-on skills training and work experience and forms a logical sequence for classroom programs in schools. Vocational school graduates may enroll for work experience in the trades. School guidance counselors can place graduating CETA in-school participants into the program. Younger training program graduates (16 to 17 years old) who had dropped out may be re-enrolled in the local schools, with credit towards graduation for their experiences. Some school systems may receive federal or state reimbursement for the educational services rendered to the project. Agreements between prime sponsors and local education agencies under CETA Sections 202(d) and 204 provide for the kind of cooperation called for here. Finally, school facilities may be used as worksites, where trainees improve or upgrade buildings and classrooms.

In spite of the difficulties in maintaining this link, the need for educational supports is a serious one. The basic reading and math skills of the original VICI participants were quite low, affecting dramatically their ability to assimilate the skills of the construction trades. For example, one cannot learn to measure without a knowledge of fractions. Education is also critical to the goal of placing graduates in the construction trades, since unions will rarely indenture a person into an apprenticeship without a high school diploma or equivalent degree. For many unions and employers, a driver's license, most readily obtained via procedures already set up by the public schools, is a prerequisite to employment or apprenticeship. One major city in the national VICI demonstration lost 18 union placement opportunities in a six-week period simply because the graduates did not have drivers' licenses.

In developing the educational link, services of a range of agencies should be reviewed--high schools, vocational schools, community colleges, and private non-profit educational institutions.

Providing educational supports is one thing; getting youth participants who have worked at hard physical labor all day to use them is another. For this reason, some sites may choose to provide education services at the worksite or at the project operator's headquarters. This can allow for the development, perhaps by the trainees themselves, of an attractive and flexible learning environment, which can be tailored to trainees' needs. Scheduling education as part of the work week has also proved very useful. Four days of skills training and a fifth day for education, or ten-hour work days including two hours for education, are two schedules which proved effective. Another strategy is to make enrollment and attendance at GED programs and driver's education compulsory in order

to assure that each participant's educational needs are met. Program planners need to decide whether participants should receive some stipend for time spent in GED and driver's education classes. If no stipend is paid, and the activities are not integrated into the project, it is unlikely that participants will avail themselves of the opportunity.

Recruitment, referral and support services come from program staff, through the prime sponsor, through the delegate agency's own structure and through links with other local institutions. Recruitment is all too easly overlooked in planning traditional manpower programs, especially if planners assume that a promising employment project will have more applicants than it can handle. This model demands energetic recruiting, because it is not a typical CETA project. It has more rigorous acceptance criteria, performance standards and involves hard work under some rough conditions. The many advantages to the trainees--it pays more than the typical youth employment project and has a substantial impact on a graduate's employment prospects--must therefore be clearly presented to potential enrollees along with the program's stringent requirements.

Individuals and agencies in the traditional recruitment and referral network will have to be educated as to the application criteria. A vigorous outreach program must be set up that will "hand-carry" recruits through the eligibility and screening processes. The recruitment process should be as compact as possible, with little applicant travel among institutions (for eligibility certification, personal history and application, testing and assessment, medical clearance and working papers) as can be managed. Enrollment and hiring should come as soon as possible after the completion of the intake process. Applicants will disappear who must go through a lengthy and cumbersome intake process only to be placed on a six-month waiting list. This is not to say that a waiting list is not helpful--it is, in fact, vital to full enrollment. This list should be kept small and limited to those who have completed the entire screening, enrollment and even orientation process and can begin work as soon as a vacancy occurs in the program. Without such a list, the project will seldom be at full census, due to the delay in filling vacancies.

In addition, other efforts may have to be made--e.g., gaining access to job service summer program and school files, direct presentations to vocational and guidance counselors, "career days," contacts with settlement houses and other community organizations, announcements in church bulletins, posters in public housing projects, public service spots and advertisements in community and minority language media, door-to-door contacts and mobile street units with loudspeakers. Trainees are a good source of referrals, as well. Planning must be done for the phase-up stage of the program when the demand for results is greatest. After the project has been operating for some time and gains a reputation, and when only a few vacancies occur each month, the recruiting burden eases substantially.

This work experience/training project prepares its participants by matching training settings and experiences to the real world of work, as much as is possible. The project emphasizes productivity, good work habits, consistent attendance and respect for supervisors and colleagues. Support services are generally a necessary part of this effort primarily because the target population--out-of-school, unemployed, disadvantaged

youth--has problems outside the worksite which often directly affect performance on the job. Support services may including housing, health, legal and family assistance and work-related and personal counseling.

CETA funds for support services are limited, primarily because assistance in these areas can be garnered from many community and public resources. Establishing links with these resources, however, is a classic example of the strengths and weaknesses of a cooperation-based program. If providing a support service serves the interests of a given organization, then the service thus provided will be effective and helpful. Conversely, if providing the service has few payoffs for the organization, then the project operator is better off providing the service directly.

One approach is to hire (or otherwise obtain, perhaps via graduate school internships) a good job coach or counselor with a background in vocational guidance. The job coach can establish links with the various providers of support services and make participants aware that services are available. The job coach staff in the Philadelphia national demonstration site developed a bi-weekly newsletter that informed all participants and staff of the resources available to them.

This individual can also serve as a participant advocate, since the atmosphere at the worksite will be heavily weighted towards good work performance and skill acquisition and away from solutions for outside problems. The counselor can take the lead in preparing the participant for graduation from the program, inculcating the job-hunting and retention skills necessary to survive in the world of work. These sessions should highlight the impersonal nature of the typical construction job as compared to the relatively warm working environment at the project sites, and emphasize to the participant responsibilities as an employee as well as rights and privileges.

Prime Sponsor or Delegate Agency: Who Runs the Project?

Because this is a construction-related program that depends on links, complex relationships and sophisticated systems of purchases of materials, employment of crews, architectural drawings and the myriad details that go into housing rehabilitation or any construction-related activity, it is absolutely essential that the managing agency have experience effecting these links and relationships.

Five of the eight prime sponsors funded by DOL to operate VICI programs chose to authorize local agencies to manage the programs. In three cases--New Haven, Newark and Broward County--the prime sponsors elected to run the VICI program themselves. In these cities, where there were not as many local agencies available to administer a VICI program, the prime sponsors felt that their own experiences and background in administering programs would enable them to administer VICI most successfully. The factors which must be considered in choosing between direct or delegated operations, and, in the latter case, between alternative delegate agencies, must rest on several factors.

The ideal managing agency has had prior experience both in construction and/or related programs and in projects which involve youth in socially useful community work. Experience in the construction field (or in trades related to the types of work to be done in the proposed project) should count particularly heavily in determining a contract award to a delegate agency. This does not mean that it would be impossible for a non-profit organization without such experience to run a program but, in most instances, prior experience will figure significantly in the success of the program.

We must also caution prospective project operators to make hard-nosed determinations of what constitutes "prior experience." A project which trains young people in basic community improvements, such as park clean-up, or in cosmetic building repairs is not as rigorous as this model, and the operators of such programs may not have a full appreciation of what is needed to run a successful project. Prior experience must, therefore, be examined very carefully.

Real appreciation of the rigors of a construction training program and of the elements essential in operating one may, however, substitute in some part for actual experience in running this model. In Milwaukee, for example, the OIC program which won the VICI management subcontract did not have a wealth of prior experience in construction-related youth projects, but OIC did have a healthy respect for the rigors of a VICI program and hired an experienced and resolute union foreman to head the program. This reaching outside of the OIC organization for someone who had had extensive construction-related experience, and giving that person the authority to hire and direct the program was, in our judgement, a decision that contributed heavily to the success of the Milwaukee program. Merely promoting someone from within for a new program with new monies is not a wise decision for a delegated management agency without a solid background in construction.

In Atlanta, the prime sponsor subcontracted with the Atlanta Urban League. The Urban League relied very heavily on the technical assistance of its supported work programs. These programs were not the same as VICI but resembled it enough to enable AUL's experienced director to help the VICI program through its early stages of application and start-up.

Having read that prior experience is important, program operators should not assume that this is all that is needed to effectively run this model. Because of the complex system of links on which this program rests, a delegate agency must have deep roots in the community it serves and it must have ties with the education system, the union organizations and the work providing agencies in the community. The agency's leadership must be politically sensitive to the needs of these links, and at the same time, it must recognize its own technical strengths and deficiencies.

As has been repeated often, this model is based on complex relationships among many actors in the community. Ordering materials and supplies, seeing that quality work takes place (which provides for skilled training and intensive production), seeing that young participants are being effectively served and, at the same time, demanding strict adherence to the program's policies--all require this unique combination of sen-

sitivity to the problems and needs of young people, on the one hand, and an ear finely tuned to the needs and requirements of the construction industry, unions and the community itself, on the other.

The VICI model's most distinctive characteristics all necessitate careful planning, attention and some experience on the part of the managing agency personnel. For example, the concept of wage increases based on performance--a practice used in the "real" world--requires good record-keeping by the journeymen and the program managers. Journeymen must, in this instance, maintain regular and accurate information on trainees' performance, while managers must maintain attendance and other data, all to ensure that wage increases meet established program criteria. Experience has been that an organization that does not possess tested accounting systems will not be able to handle as simple an issue as changing an enrollee's wages at periodic intervals during the program. It will also have difficulty accounting for funds from multiple services.

The use of data as a management tool plays a particularly important role in this model. Weekly progress reports, work valuation, and sophisticated estimating prior to construction, all will require a commitment from the delegate agency's own recordkeeping section prior to the beginning of the program.

We recommend that the group sponsoring the construction training program submit its own proposal request to a variety of local agencies to determine how they might administer the program. This request for proposals will explain the sponsor agency's program objectives and criteria in selecting a managing agency, including the above-mentioned points. Experience and/or the ability to recognize the importance of experience are the essential ingredients to look for. The model does not require extraordinary talent to run, but it requires a healthy respect for its complexities, rigors and potential.

As we have stated, New Haven, Newark and Broward County all elected to run their VICI programs through their own prime sponsor networks. In each of these cases, the program operated effectively. One of the threads binding together the successful programs in these cities was that VICI was not seen as a typical CETA program. Because of the inclusion of journeymen on the staff, and perhaps because of the status as a national demonstration project, VICI received, in these three cities, special consideration of its special needs. This meant that the directors of the VICI programs had some autonomy within the prime sponsor systems. This did not include fiscal or reporting automony, but it did mean that the programs remained discrete units, not required to operate in any way inconsistent with the VICI model. In other words, staff was not diverted to other activities, directors were proven managers, and the prime sponsor used its good offices to expedite normal problems of paycheck distribution, equipment and supply backlogs, etc.

The criteria for awarding a subcontract to a delegate agency would, of course, apply to a prime sponsor as well. Since the prime sponsor, in some cases, will not have had extensive construction-related experience, it argues even more forcefully that a director be selected and a staff assembled which both have experience with construction (and any other program components) and experience in working with youth.

While in each of these three cities the program was run by the prime's youth division, it had its discrete identity as a VICI program with its own staff and its own budget. We believe at this point that the early inclusion of union journeymen at the heart of the program distinguished VICI from the more traditional YCCIP programs. In any case, the success of New Haven, Newark and Broward certainly argues that a prime sponsor can run a VICI program by itself. Caution should be exercised in that the same rigid requirements and demands of the program apply whether the prime sponsor or delegate agency administers the program.

Budgeting

This model is, because of the intensity and quality of its supervision and the scope and quality of work performed, more expensive to operate than the standard CETA YCCIP program. Lower supervisory ratios lead to higher supervisory costs; participant wage incentives slightly inflate youth costs; administrative costs may appear higher, also. But these seemingly higher costs are only one side of the coin; on the other are the substantial benefits which accrue to participants and the communities where they are at work. These take the form of quality jobs, return on the dollar in the form of tangible community improvements, as well as harder-to-quantify intangibles.

As the planner drafts the budget according to the principles outlined in the following sections, the challenges of putting this multi-linked project together will become clear. CETA regulations establish certain parameters at the outset. If YCCIP monies are used, 65 percent of the budget must be set aside for participant wages and fringes, unless adequate justification for less than 65 percent is provided in the prime sponsors annual plan subpart (20 CPR 680.113); five percent may be used for prime sponsor administration and 10 percent for project operation administration; the remaining 20 percent must cover supervisory wages and fringes, materials and support service costs. There is, however, no prohibition against using other CETA title funding here, or mixing title fundings. Use of YETP funds or Title II funds may provide more flexibility in the age of youth and the degree of support services.

Below is projected a twelve-month budget, which provides a realistic picture of what kind of funds need to be leveraged, and how categories can be proportioned. This budget is based on the actual experience of a VICI project in Atlanta with adjustments for minimum wage increases and inflation.

Sources of Revenue:

1.	CETA Prime	$630,000
2.	Association of Contractors	11,500
3.	Department of Community and Human Development	125,000
	Total Revenue	$766,600

Expenditures:

1.	Administrative items		$ 74,000
2.	Services		(in-kind)
3.	Crew Chief Expenses		200,000*
4.	Youth Expenses		409,000**
5.	Job-related items		
	a. Equipment	3,100	
	b. Materials and supplies	80,500	83,600
	Total Expenses		$766,600

* Based on a salary of $16,000 per year and 25 percent fringes.
** Based on an average of $3.50 per hour ($3.10 to start, with progressions based on performance), fringe benefits at 7 percent, and 35 hour week and 52 week year.

1. Supervisory Costs: As discussed elsewhere, this model recommends and presumes that ten skilled journeymen supervise ten crews of six youth participants, each a lower supervisory ratio than is found in traditional youth employment programs. This supervison offers many benefits, including improved training, greater productivity, higher-quality work and better post-program employment prospects. It allows the project to do "real work" and is considered one of the essential features of the model.

But, as one would suspect, such supervision is more expensive than that in a traditional program, given the low supervisory ratio and journeymen's wages. In the national VICI demonstration, supervisory wages and fringes range from $20,000 to $25,000 per year per supervisor. In a standard CETA program, a crew chief would earn closer to $10,000 to $16,000 to supervise ten or more participants.

2. Participants' Costs: It as been found useful to begin paying participants at wages slightly above the federal minimum, to aid in recruiting, to reinforce the concept that this is not a standard "business-as-usual" youth employment project, and out of a commitment to pay the participants for the real work that they do. Further, recommended is a performance-based wage progression that grants wage increases to participants on the basis of job performance, skill acquisition, attendance and tenure in the project. The wage progression is correctly seen as a way of reinforcing the "real world" work ethic. The unions may also enter the wage picture by requiring that senior participants (those in the program for nine months or more) be paid at a level close to that of a first-year apprentice, arguing that the capabilities and productivity of the two should be similar. These wage progressions result in participant wages averaging approximately $3.50 per hour plus standard CETA benefits of 7 percent, or roughly $131.00 for a 35-hour work week.

3. Administrative Costs. Administrative costs may also run higher than in a standard CETA-YCCIP program. Administrators' salaries range from $16-20,000, for at least one and, in some cases, two senior program staff.

If one of those administrators comes from union journeyman ranks, then that salary will be commensurately higher.

4. Support Services: Designers of the YCCIP legislation intended to distinguish this from typical work experience programs by emphasizing output and minimizing support services. In some cases, however, such enhancement may be called for, and support service staff--perhaps identified as job coach, counselor, job developer, inventory clerk, driver, or the like--may be hired at a salary and fringe cost of about $10,000-$14,000 a year per position. If such staff are needed full-time in the project, consideration may be given to hiring individuals secured through Public Service Employment. "In-kind" exchanges of staff time from ancillary service agencies may, of course, be solicited. That is, agencies where trainees are doing renovations may contribute blocks of their staff members' time to the project.

The non-personnel administrative costs (for headquarters, work-site administration, etc.) will also vary somewhat with the type of work being performed; however, these costs should fall within a reasonably narrow range. The typical project can expect to budget at least $16,000 per year for administrative travel, furniture and equipment, occupancy costs, such as space rental, utilities and maintenance, and office operating costs such as consumable supplies, postage, telephone and printing.

5. Job-Related Costs: Job costs will vary according to the community improvements undertaken by the participants and crew chiefs. Gutting and fully renovating single-family or two-flat buildings will naturally require more materials and supplies than emergency home repairs, correcting code violations or weatherizing. An emergency home repair/ code violation program that focuses on major jobs may require approximately $100,000 in materials, supplies, tools, transportation and contractual services in order to keep sixty participants in ten crews busy for one year. Note that weatherization projects on this scale require similar outlays.

Gutting and rehabilitating single-family residences will require approximately $20,000 in materials, supplies and contractual services per house. This figure may climb to about $28,000 for an average duplex. A well-run project of sixty participants can completely gut and rehabilitate ten single-family homes each year. A simple calculation then indicates that this type of project will require about $200,000 for the materials, supplies and other construction-related costs. These funds are available in most municipalities from non-CETA sources, such as the work providing agency, the local contractors' association, HUD, etc.

CHAPTER IV: PROJECT OPERATIONS

In establishing a successful project, there is no substitute for careful, diligent planning. Exacting planning will identify the goals to be achieved, the activities necessary to achieve them and the resources needed to set the activities in motion. But all too often planners complete these tasks quite satisfactorily without providing for an orderly implementation. Operating staff are hired, handed the proposal or planning document and told to get the project in gear.

The same situation occurs within the linking institutions as well. In each agency, the policymaker has made the commitment to the project and perhaps even signed an agreement. Yet the agency staff who will be responsible for delivering on the commitment have, until operations are to begin, no idea of how to proceed or even what has been promised. The best way to effect a smooth planning-to-operating transition is to bring together, at the beginning of the planning process, the people responsible for operating the project. The smoothest transitions at the VICI sites took place when the principal planners would later have primary operational responsibilities, as well. Another method for effecting a smooth transition is to formally appoint the planning task force as the project advisory board. This will ensure that the people involved in the early planning efforts will be available and involved when operations begin and institutions are needed to deliver on commitments.

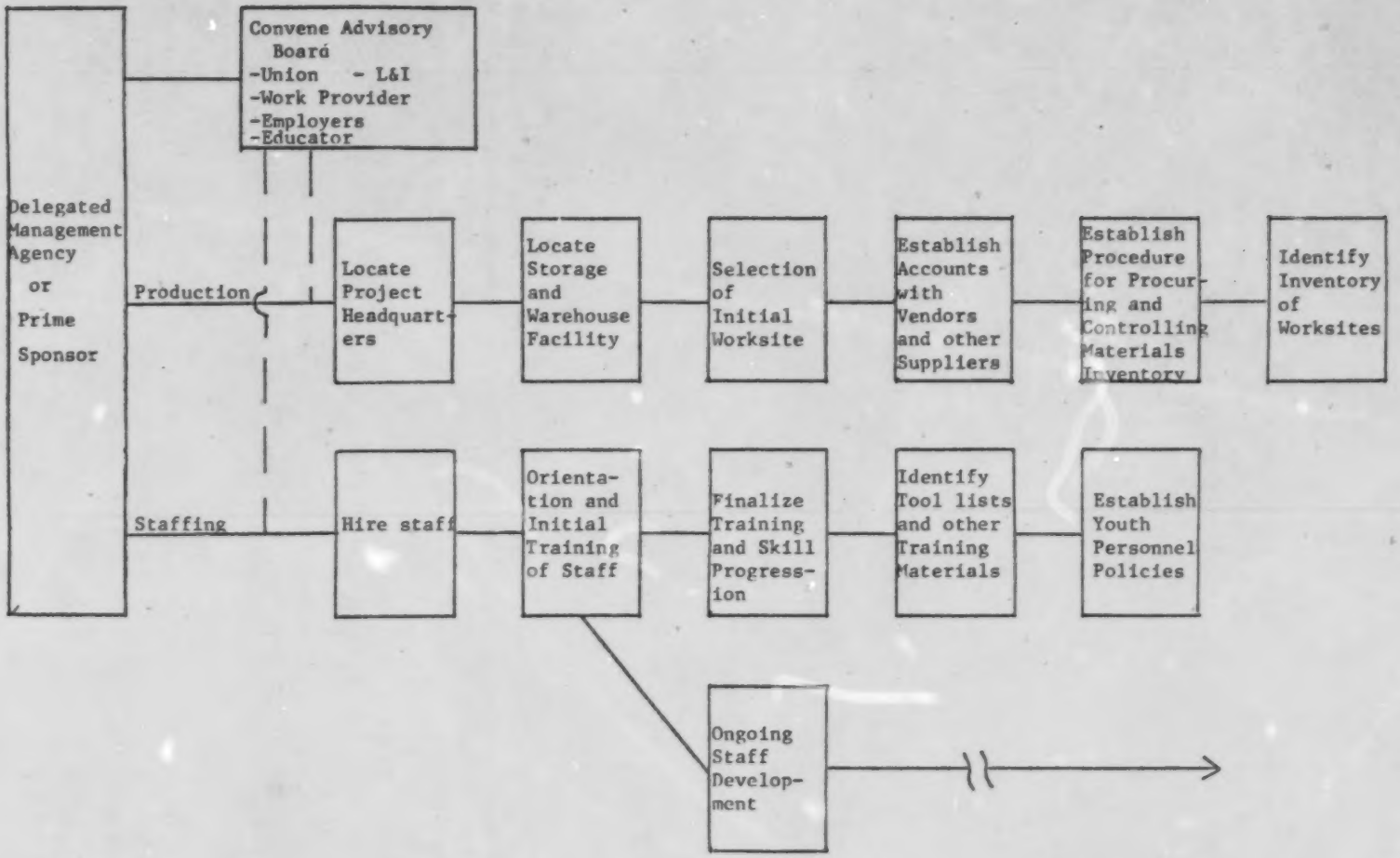
Once the difficult but immensely important planning tasks are complete, the real work begins. An enormous number of activities will take place before the participant walks through the "intake" door. The following include the major steps to be taken in beginning VICI project operations (see chart).

The Work Projects Inventory

Planners and operators must develop an adequate inventory of work projects that will tide the program over until it is running regularly. Prior to hiring the crew chiefs and enrolling participants, the foreman, in concert with the work providing organization staff, should review a list of prospective worksites, select a sufficient number and initiate any permit or other applications necessary to make these sites ready for operations. Once these sites have been selected and approved, the construction manager can develop a rough production schedule and identify the necessary tools, materials and supplies. Secure storage or warehouse space must be obtained for these articles, as well. At this time, staff should also settle on a system for controlling inventories of these physical assets, since they are prone to "walk" away from all construction or storage sites.

It is important to identify a good start-up worksite that will accommodate several training crews. Staff may choose the warehouse for materials in which the initial crews can build tool racks and storage areas. Or they may choose the project administrative headquarters, where temporary (or permanent) office dividers and walls can be built and painted. Or they may select a large unoccupied dwelling to be gutted and rehabilitated.

TRANSITION FROM PLANNING TO OPERATIONS



Whatever the choice, the first worksite is critical. On this site, participants will be oriented to the project, the work rules and the safety issues. Here the participants will learn some basic skills such as measuring and hammering; they will first handle the tools of the trades. The participants and the crew chief will meet each other here, and here payroll, timekeeping and other program procedures can slowly lose their mystery. All of these activities will give the work crews a slight headstart on productivity (and they are imperative before beginning work on owner-occupied code violation and weatherization worksites).

Selecting and Scheduling Staff

This is next on the transition agenda. The unions and work providing agencies will be asked to provide lists of qualified and interested journeymen. These crew chiefs are the heart and soul of both the training and production missions of the project, and a great deal of care should go into their selection.

Unions representing trades to be taught will recommend journeymen to project administrative staff, and some brief but definitive guidelines should be followed:

- The ideal crew chief will have considerable experience in the trade (some journeymen recommend at least 10 year's experience, including apprenticeship), and some involvement in the union beyond membership is helpful. In the Atlanta VICI site, for example, the VICI foreman had, during his own apprenticeship, been named Apprentice of the Year. He was known throughout the rank-and-file of his local and had some influence, therefore, which he could use on VICI's behalf. In another instance, a Broward County VICI journeyman served as a union delegate and chaired a District Council committee. He played a strong role in apprenticeship placements and in setting up apprenticeship qualifying examinations for VICI trainees.

- He/she will have an interest in teaching and working with youth and a willingness to work in an unusual program demanding a great deal of creativity.

- He/she seeks a change of pace from the straight "eight-for eight" (eight hours of work for eight hours of pay--the union ethos).

This is not always typical of the union membership in the construction trades. But this type of crew chief can be found, with the help of the union hierarchy, the work providing organizations and other contacts available to the project staff.

Some union business agents may see the project as an ideal place for some of their hard-to-employ and problem journeymen, those craftsmen who find it difficult to hold a job in the competitive labor market. Program operators must develop careful screening and interviewing procedures for prospective crew chiefs, to ensure that they are well-suited to this kind of project.

An effective method for selecting the crew chiefs is to form an interview panel consisting of representatives from the work provider, unions and delegate agency staff. This panel can ascertain whether the persons who apply for crew chief positions are able to fill the vital positions being created for them. The project director must, however, have final hiring authority.

Once the journeymen have been hired, then an effective orientation process must be developed for them. Since most of the crew chiefs will come directly from the trades, it is important to orient them to the peculiarities of CETA and its concommitant bureaucracies. It is also important to lay the groundwork for their role as instructors and trainers. Planners may choose to turn to the local schools or teachers' colleges for pre-program and in-service staff development. This may also be handled by hiring instructors from union apprentice programs to "train the trainers" in lesson planning, assessment, assigning homework, reading materials and the like. This reinforces the notion that the crew chiefs are hired to inculcate knowledge and skills, not just to serve as straw bosses.

The transition period is no less important than the planning period and, in fact, will--if badly handled--turn out to be the rocks on which the ship is scuttled. During these start-up weeks, managers must monitor the program with particular diligence and must be prepared to intervene early on to abort practices which, unchecked, would seriously damage the model.

Management Staff.

Implementing and managing a construction training project are particularly demanding in that they require in-depth knowledge of both CETA and the skilled trades. The program's two-dimensional purpose directs the project's management functions. Each VICI site in the national demonstration acknowledged these dual management needs by appointing staff with one or the other set of competencies to the positions of the project director and deputy director.

One senior staff person must be competent in construction trades management. This entails:

-- understanding the responsibilities of personnel involved in the construction trades, from journeymen to architect to apprentices to subcontractors;

-- having a firm grasp of the construction process from planning to building permits to final inspection;

-- knowing construction logistics to assure that crews, materials and worksites are efficiently scheduled;

-- having familiarity with the apprenticeship process so that a training program can be designed within the production schedule.

Another senior staff position must be occupied by an individual skilled in employment and training. Competencies to be sought include:

-- a thorough grasp of CETA eligibility, intake, reporting, and fiscal management;

-- knowledge of other service institutions and a track record of being able to establish cooperative relationships with them;

-- an understanding of the dynamics of education and training, especially for youth;

-- ability to find and develop jobs and market the projects to employers.

Advisory Board

The formation of an active, agressive and ongoing advisory board is a natural outgrowth of the planning task force and the links forged during the planning stages of the program. The advisory board is made of individuals who are instrumental in the development of the project and will continue to have a mutual interest in the program's successful operation. All too often, the links made during the planning stages become non-functional once the grant process has ended. Project operators lose valuable technical assistance and cooperation between the project and the participating institutions deteriorates. This can only hinder the project's progress.

Each of the actors who would eventually make up the advisory board has an interest in the project. The unions, for instance, see it as a means of placing union journeymen into permanent jobs. The union and trade associations know that the program can identify youth with proven interests and work histories for entrance into apprenticeship programs. The work providers' interest gives rise to an inherent concern: while the work provider is eager to have labor that the program provides, it is also leery of inferior workmanship and crew misbehavior which might endanger its mission with the public. A strong advisory board can be instrumental in identifying necessary tools, safety procedures, skill progression outlines and crew schedules. It may also be helpful in interviewing crew chiefs and project staff and passing on recommendations to the prime.

A recommended procedure would be that the advisory board be formally establshed before programs operations begin. Membership might include the business managers of the involved union locals, a contractor, a representative of a national trade association, directors of the work providing agencies, appprenticeship program coordinators, a State Bureau of Apprenticeship Training representative, and the model's program administrator, assistant administrator and prime sponsor planner. To formalize the board and add significance, each member might receive an appointment letter from the chief elected official.

A formal agenda format should be established for the meetings and minutes taken to facilitate continuity and follow-up. Specific and detailed reports from the project director, assistant director and other key representatives should occupy a prominent position on the agenda.

While an advisory board has no authority to set policy, it should be encouraged to recommend program improvements and to offer solutions to problems. For instance, the board, concerned over the wide gulf existing between the supportive atmosphere of the model and the non-supportive, hard-nosed structure of a typical construction site, may recommend policies designed to foster a "world-of-work atmosphere, including strict enforcement of attendance regulations, an emphasis on production after a short period in the program, rotation of crew chiefs to give participants the opportunity to work under supervisors of varying personalities and work philosophies, and regular follow-up of program graduates at their jobs. The advisory board may also be instrumental in resolving conflict among the recruitment and referral organizations and in the development of some sophisticated management techniques. In some cases, it may become actively involved in the placement process.

A well-rounded advisory board can be a vital source of remedies for many operations ills, for problems in securing worksites, subcontractor scheduling, leads for and actual job placement, or interpretation of state rules regarding youth employment in hazardous settings. A strong working advisory board is critical in ensuring that the model meets its training, placement and community improvement objectives.

Payroll and Timekeeping

Payroll and timekeeping procedures followed by the project should, as closely as possible, reflect practices on construction sites. They also should simultaneously adhere to pertinent regulations and meet internal program needs. A well organized payroll/ timekeeping system is a necessary prerequisite for the wage incentive system proposed in this model.

In organizing a suitable system, program managers should first assess the payroll requirements of the governing organization and then ascertain what latitude they have in exercising options. Program operators should develop a system whch also will educate the participants. That is, crew members should understand timekeeping and payment methods used throughout their enrollment.

Payroll seems most efficient when the responsibility is delegated to one individual (with at least one other person able to do payroll in the absence of the primary individual). Of course, in all recordkeeping and payroll procedures, the prime sponsor and the program administration should ensure against any malfeasance and/or error.

A critical element in recording participants' hours is maintaining a precise and objective system, the rules of which are understood and agreed to by participants and staff. In programs where work is centralized at one or two sites, a timeclock should be installed. Where sites are dispersed and a timeclock is not practical, crew chiefs must maintain accurate records and log precisely the hours worked by each trainee. It may be useful to require that attendance be reported to the program's administrative assistant by 9:00 a.m., which allows time to maintain and adjust central attendance records and individual time sheets. Not only is an early deadline essential for payroll purposes, but it also alerts support staff to their clients' attendance, making appropriate follow-up possible.

The recordkeeper should maintain an individual file for each participant, including a W-4 form, payroll activation form, a record of wage increases, and records of sick time and weekly time sheets. In order to minimize problems regarding pay and hours, a double verification system is recommended; the time sheet is signed at the end of a work week by the crew member and the crew chief, showing agreement to the actual hours worked and/or compensated by sick time. On the following payday when the check is received for the previous week's hours, the crew member and the crew chief again should sign the time sheet verifying the wages paid. It is helpful to include on the time sheet the formula used for computing wages. The hourly wage is filled in, multiplied by the hours worked, to equal the gross amount. Deductions are listed and subtracted to equal the net amount of the paycheck.

The actual method used to distribute checks may have to conform to central administrative guidelines. However, one good system which maintains accountability and enhances communications and problem solving is to have all crews report to the program office where each journeyman distributes crew members' checks. The recordkeeper is available to answer questions and make corrections which will be rectified in the subsequent week's check.

To recapitulate, then, the following principles will ensure smooth operation of a payroll system:

-- Pay trainee and supervisors on a set schedule and see that checks accurately reflect documents submitted by the program.

-- Centralize payroll responsibilities to avoid unnecessary confusion (making sure that at least one other person is able to manage the system during the primary person's absence).

-- Keep accurate records, showing the exact hours worked, wages paid and signatures obtained verifying accuracy.

-- Make sure that individuals responsible for recording hours worked are available during the disbursement period for questions and corrections.

-- Be certain that all program participants understand payroll procedures and can transfer that working knowledge to full-time employment.

-- Use a timeclock wherever possible.

-- Distribute paychecks at the close of the working day.

A sample trainee time card appears in the Appendix.

Subcontract Management

Unless the project staff includes members of all trades involved in project work, the project will have to hire subcontractors. Since sub-

contractors are business people, their orientation will be to look at work in terms of a profit. This is not a negative, but only a different orientation from a youth training project, where training goals must be balanced with production goals. Subcontractors must be made aware of the project's goals. Project staff may elect to offer an orientation session to all prospective subcontractors. This orientation will familiarize subcontractors with CETA and with the project's goals of training, employment and community improvements. The staff may also invite subcontractors to visit a worksite and to meet with the foreman.

Publicly-funded programs are notorious for the amount of paperwork and documentation they require, and many good subcontractors may be reluctant to get involved because of the paperwork. Subcontractors will probably be required to submit detailed bills. Some are not accustomed to doing detailed paperwork and may not do this well. In order to ensure that relationships with contractors are smooth, it is important at the beginning to tell them exactly what kinds and how much paperwork, documentation or forms may be required.

Samples of completed forms and a specific list of procedures to follow are helpful to the subcontractors. Any clerical assistance project administrators can provide to the subcontractors will also help. This assistance could be typing estimates and/or bills, photocopying and assuring that the subcontractors have an adequate supply of any forms required.

Since the project's work will rarely be the only work a subcontractor has, scheduling his services can be a problem. It is important to set up a system in which the subcontractor contacts project staff regularly in order to clarify schedules. If such a system is not established, scheduling problems may develop, resulting in frustration for the project and the subcontractor. In order to prevent scheduling problems, subcontractors should be given a general outline of work at the outset so they know when they are likely to be needed. A pattern of regular contact should be established.

Since the project will most likely employ union journeymen as supervisors for training youth, the project should, where possible, use union subcontractors. If this is not done, problems between the project's own union employees and the subcontractors can result. Problems with the unions participating can also occur. If unions from which subcontractors come are not informed about the training program's structure, they may have objections to their members working on a job where there are non-union employees (i.e., youth trainees). This type of conflict can be prevented by clarifying in advance what type of work will have to be subcontracted.

Unions from which subcontractors will come can be informed about the program, assured that it has the support of the unions which provide journeymen and asked to provide a list of union firms which they would recommend as subcontractors. In some cases, these unions may be persuaded to encourage union subcontractors to take some of the trainees with them when they do work for the project. This is beneficial to the project and to the subcontractors. It provides more exposure for the trainees, and it also reduces the subcontractor's costs.

Contractors not accustomed to working with public agencies--and used to being paid in full upon completing a job--may become disgruntled if they are not paid promptly. And, since public agencies are often very slow in making payments, such problems arise frequently. This can be prevented if the project payment system is explained to all subcontractors at the beginning. Project management can explain the basis on which it receives payment from prime sponsors and work providers. For example, many prime sponsors and public work providing agencies make payments to projects once each month. If the project receives payment monthly, it could set up a monthly disbursement system for each subcontractor.

Make clear to subcontractors what priorities are set for payment in the event that "cash flow" temporarily halts. For example, subcontractors should know that, in the event of a cash-flow crisis, wages are paid first, benefits second, suppliers third, and subcontractors fourth. Then, when a cash-flow crisis does occur, subcontractors can be told when they may expect to receive payment.

In general, if subcontractor systems are established early and good communication maintained, most problems can be prevented and those that do occur can be managed with a minimum of disruption to project operations.

Procuring Materials and Supplies

Since each program is unique due to local needs and characteristics, program management procedures may differ greatly. Most projects, however, have responsibility for and control over construction materials used, and all projects at least engage in some form of purchasing of essential supplies. This function can be difficult, requiring compliance with local purchasing guidelines and a large amount of staff time.

In New Haven, the work providing agencies were designated by contract as the units responsible for all the ordering, purchasing, delivery of and payment for construction materials. This removed from the local VICI program the burden of maintaining a cash flow payment system. But it also removed from VICI managers needed control so New Haven enacted an agreement with the work providers which allowed VICI staff to directly order supplies for which the work providers would later pay. Each work providing agency had designated staff with responsibility for this operation. When a work project was scheduled, the VICI assistant administrator, the journeyman to whom the project was assigned and the staff person from the work providing agency compiled a complete list of all materials necessary for the job. The work providing agency called the order into a vendor and set a schedule for delivery. Upon delivery, the journeyman signed the receipt, which was then sent to the work provider for payment. If a work order needed revision, it had to be approved by the work providing agency and the VICI assistant administrator. Lists of additional materials were compiled and sent to the work provider, who orderd the supplies. Delays usually arise only when the designated vendor was either out of stock or could not promise to deliver on time. In the latter case, when prompt delivery was essential to ongoing production, the VICI van picked up and delivered materials. In some instances, depending on the urgency of the request, the work providing agency allowed VICI staff to order supplies directly from the vendors without prior consultation.

The relationship between the project and its vendors is crucial, and every effort must be made to assure full and smooth communication. Like subcontractors, the vendors may be reluctant to deal with government-funded projects because of the extensive paperwork and the lethargic payment process. It is important to meet with prospective vendors to explain the project goals, describe the processes for ordering, billing, and payment and establish a process for obtaining telephone price quotations (vendors are usually unwilling to quote prices over the phone until they are familiar with the prospective purchasers). Many vendors will only guarantee prices for thirty days; with the estimating and ordering that occur, telephone access is frequently a must.

The process for storing and distributing equipment and materials will again reflect the policies of each city. Each non-consumable item (i.e., tool or equipment) should be tagged or engraved with a serial number prior to placement in the field. The local project staff person responsible for the equipment should list for each item purchased a description, purchase date, purchase or billing number, serial number and a flow chart which accurately describes the movement and placement of that specific item.

The method for the purchase of consumable supplies must take into account still other factors. Initial amounts and grades of materials will be determined by the jobs' written specifications, blueprints or oral directions. All parties should agree on the particulars and on price limitations. In addition, the vendors' reputations, the available supplies and the ability to insure on-time delivery should be known when an order is placed. Copies of all bills and materials and delivery orders should be kept. While it is essential to know, from the first estimate of a given job, the exact materials necessary, this list will undoubtedly be revised to reflect diversity of crew members' skills and changes in job specifications.

At an occupied residence undergoing rehabilitation, the project staff must limit delivery of a large material order to avoid dislocating the resident. This also pertains to unoccupied units which are susceptible to theft or vandalism. Control over amounts of materials stored will limit frustrating waste. However, managers must also insure that there are always supplies on hand sufficient to keeping the participants on the program's work project schedule.

The Permit and Inspection Process

In order to protect the public interest, municipalities require that anyone seeking to construct or improve a residential dwelling must obtain a permit to do so. Before granting the permit, a municipality will want to be shown that the proposed construction or improvement conforms to the regulations specified in zoning, fire, housing and building codes. After the municipality is satisfied and the requisite permits are granted, its agents will conduct a series of inspections to assure that the construction is proceeding in accordance with the permit and building plans.

The zoning ordinances regulate the use of land and buildings, specifically as to type of occupancy (residential, commercial or indus-

trial), density (number of families per building, number of dwellings per acre), and location of the building on the property (minimal size of front, side and rear yards). The housing code specifies acceptable room size, toilet and bath facilities, window space, ventilation, and supply of heat and hot water, in order to assure a habitable dwelling. The building code specifies the minimum acceptable building materials and design necessary to assure the structural and size integrity of a given dwelling. The electrical, plumbing and heating codes form subsections of the building code and contain the specifications necessary to assure safety and integrity in these areas.

The permit ad inspection processes are rigorous and unforgiving. The building department of a typical municipality is frequently understaffed and plans submitted for examination are frequently backlogged. The permit processes for moderate to complex plans can easily take months. Therefore, it is incumbent upon an agency doing gut rehabilitation or emergency home repairs to establish a strong and effective link at the commissioner level of the municipal building agency and with the plan examiner.

In general, the project management agency is responsible for obtaining a building permit. To facilitate the permit process, the prime or the delegate agency might itself successfully apply for and obtain a license as a general or home improvement contractor. In most cases, this is relatively simple to do. However, electrical, plumbing, and heating permits can only be obtained by contractors licensed in these areas. Therefore, if the managers of the project are subcontracting these mechanical systems, the responsibility for obtaining these permits rests with the subcontractor. In most cases, the type of dwelling being rehabilitated will affect the permit and inspection process. In some municipalities, plans for single and two-family dwellings can be put through a "one-step" examination process where a plan examiner-technician conducts the review in a single sitting, with a final sign-off by the supervisory plan examiner. In these cases, permits can be obtained in a single day. In other instances, applications for rehabilitation of single and two-family dwellings require less detailed plans--for example single line architectural drawings, rather than double line plans. In some cases, cost is a determining factor in the permit process. For example, in Philadelphia, electrical permits must be obtained if a new service is being brought into the dwelling or if the total of materials cost exceeds $100. If an electrical emergency home repair can be brought in for less than $100, then neither the permit nor the concommitant inspection is required. The permit and inspection processes become much more rigorous when the number of living units exceeds two.

Some muncipalities may require permits for demolition work done by contractors. They may further require that the contractor be bonded and insured. It is unlikely that prime sponsors will obtain such bonding and licensing. In the Milwaukee VICI demonstration project, planners learned that homeowners may obtain demolition permits in their own homes for work done on their property.

If not adequately handled, the permit and inspection processes can easily disrupt the inception or completion of work. One cannot emphasize enough the need to thoroughly understand both the agencies and the re-

quirements involved. If an effective link is forged with the muncipal building agency and if the personnel involved understand the goals and methods of the project, then this department can be an effective ally. If they do not, the building and inspection agency can be a real barrier to success. Planners are urged to involve a representative of the local permit and inspection agency (or agencies) to sit on the project's advisory board.

Typically the permit and inspection process will be as follows:

The Permit and Inspection Process

Step I Determine that the use proposed for the property does not violate the zoning code. If there is no change in use (that is, if the house, for example, once renovated, will remain as the single or two-family dwelling it was prior to renovation), then there should be no problem in receiving approval from the zoning department. On the other hand, if there is to be an addition to the building, or if the dwelling is being converted from a two-family dwelling, or into a retail store, then lengthy hearing and appeal processes are to be expected. Therfore, the lead time required for obtaining a permit increases dramatically. Cities in the national VICI demonstration chose not to tackle worksites where changes in zoning would be required.

Step II Once the proposed construction or rehabilitation is deemed to conform with the zoning ordinance, the fire and housing sections review the plans. The fire unit will review the property plans for proper access, exit and fire alarm systems. In most cities, single and two-family dwellings do not need the review and approval of the fire unit. The housing unit will review the plans for habitability, as described above.

Step III If the plans are approved at this stage, they are forwarded to the building (sometimes called the construction) unit, where a detailed structural review is undertaken. This department determines that the fire rating of all and other proposed construction materials satisfies the code, that stairways are not pitched too precipitously, that floor and roofing materials are sufficient for the load.

Step IV Once approval by the building unit is secured, a building permit is issued. A copy of the permit and plans are forwarded by the municipal agency to its inspection division, which will then assign an inspector to monitor the construction or rehabilitation to see that it conforms to the plans and building permit. The inspector will require advance notification of the completion of various construction phases in order to schedule inspections. For example, he will want to inspect the electrical wiring, plumbing system and heating ducts prior to having the walls closed in, and therefore will not permit construction to continue past this point until he is satisfied that the work done conforms to the plans and permit. Finally, once the construction or rehabilitation is completed, a final inspection is conducted and the building receives a certificate of occupancy.

The Construction Process

Gutting and rehabilitating a building comprises a complex process that requires thoroughly planned manpower and materials resources. Following is a brief outline of the construction process as it will unfold at most sites (refer also to the accompanying chart).

The first step is to obtain a list of properties which are suitable for renovation. These properties are reviewed for feasibility as rehabilitation sites, primarily on the basis of structural integrity and a location that is accessible by public transportation. Sometimes decisions about which rehabilitations to undertake are best based in large part on the surrounding community. Rehabilitation of one unit on a deteriorating block may not be fruitful. Operators may want to target to improving blocks or blocks in target areas for other government programs.

Any building should have sound exterior walls and framing; otherwise it is better demolished. The next step in the feasibility study is to determine whether the building and its proposed use conform to the zoning ordinance and building codes. This step should also include an examination of alternative uses for the building.

Next, the project architect develops the preliminary drawings, floor plans that include detailed measurement of the building and a tentative layout of each room. From these drawings, the architect can make rough cost estimates for materials, supplies and subcontractor services. The project now has all the information necessary to arrive at a final set of plans. If the proposed work can be accomplished within the budget available, then the construction plans can proceed. If the project exceeds the budget, the plans will have to be changed.

The architect then develops a set of working plans. These form the actual construction documents which will guide the construction manager to the layout of the rooms, location of partitions, placement of plumbing and heating fixtures, dimension of staircases, and all other pertinent information. The plans contain specifications regarding the minimim quality of material to be used and provide all prospective subcontractors (e.g., electrical, cement, roof, etc.) with the information necessary for them to prepare bids.

At this point, applications for building permits can be filed and construction schedules can be developed. The development of construction schedules is a very serious undertaking, for it is during this process that the concept of skill progression becomes important. In the model, certain events along the path to project completion must occur either in concert or in sequence. Materials and labor have to be well coordinated in order for work to proceed on time. In the construction business, the saying "time is money" is particularly relevant. A construction planner must have a thorough understanding of lead times required to procure materials, equipment and subcontractors.

Once the permits are obtained and the construction schedule established, the actual demolition and rebuilding process can begin. The construction manager now removes his planning hat and dons his expeditor cap (a football helmet may be more appropriate). The role of the expeditor

The Construction Process

Step I Foreman (head journeyman, etc.) obtains from work provider a list of available worksites.

Foreman determines their suitability to VICI based on:

- structural integrity;
- accessibility by public transportation;
- conformance to building codes and zoning ordinances.

Foreman chooses the worksite.

Step II Architect prepares preliminary drawings, including rough floor plans and room layouts.

From these drawings, foreman (or estimator, etc.) will roughly estimate costs of the job.

If this falls within budget, staff will proceed with working construction plans. If job exceeds budget, architect must revise preliminary plans.

Step III Final plans are drawn up, including job specifications, materials lists, and all information needed by subcontractors.

Step IV File for any necessary building permits.

Step V Develop construction schedules, for each aspect of job and for each crew.

Step VI When Steps I-V are complete, begin the actual construction work on this site.

is to remove barriers so that construction events can occur on schedule. He has to choreograph a complex group pf actors including suppliers, participants, inspectors and subcontractors. He has to arbitrate disputes and interpret plans, arrange payment or credit for materials and services and negotiate with inspectors. The expediting role is vital in the completion of the project on schedule and within budget.

Using Program Information as a Management Tool

Weekly reports on participants' progress, work value calculations, estimates of job costs, fiscal reports--all these provide for the vital day-to-day insight into the health and effectiveness of the project and the participants. The major elements of an information management and accountability system are described below. Any of these elements can be incorporated into a new program, where deemed important or useful. Because of the complexity and ambitiousness of the model, information and its use are more critical than under more basic efforts.

For each participant, individualized progress information should be gathered on attendance, job skills, discipline, wage progressions, etc. A form designed for this purpose in the VICI project is provided in the Appendix. A weekly/monthly progress report should measure program performance on several fronts. Taken individually, it should mark a trainee's achievement of skill levels and mastery of specific tasks. It should also report the trainee's attendance and punctuality, his or her behavior, wage increases earned or the reasons they have been denied. Regular review of this information will enable supervisors to assess a trainee's progress and will signal to a counselor or job coach any problems.

Progress reports received in number will give other clues to the health of the program. Managers will want to pay special attention, for example, to a set of reports in which all trainees received the highest--or the lowest--job performance ratings, so that they can review with journeymen the evaluation system, job assignments, etc. They will note too, a set of reports which shows wage increases for trainees with repeated absences and lateness.

A careful analysis of progress reports will inform the program management about the growth of each participant's job skills and development. Analysis of this information will also provide important insights into the supervisory skills and habits of the crew chiefs.

Of equal importance to the personal progress of trainees is the actual productivity of the project. Measuring productivity is difficult, but feasible as long as some basic information is obtained. Productivity is primarily a measure of the value of work as compared to the costs of getting the work done: i.e., output vs. input. The input consists of labor (participants and crew chiefs), expendable materials and supplies, tools, subcontractor services and management. The cost of each of these is obtainable if a good cost accounting system is established. The labor costs should be broken out on the weekly/monthly participant progress report. The materials and subcontractors costs will be obtained from a job

cost summary prepared by the project accounting unit which shows all materials and services allocated to each worksite. Cost of tools for the duration of the project should be prorated for each worksite. Adding the labor, expendable material, subcontractor and tool costs gives a figure for the total cost of project input. Refer to the sample forms in the Appendix.

The value of the output is determined by estimating the charge a private contractor would bid to complete the same work. Then, setting up a simple ratio between the private contractor's bid (output) and the cost to the project to do the work, will give a fair measure of the productivity of the project. Productivity will ebb and flow as skilled participants graduate and are replaced by uninitiated enrollees. However, some refinement of the basic input-versus-output comparison will provide more sophisticated and useful management information, as well as documentation of output for the work providing agency. For example, the ratio of labor costs to expendable materials cost should change as the trainee becomes more proficient. The ratio of participant labor to crew chief labor should change as participants become more reliable and attendance improves.

Managers will want to monitor the costs of work projects, to ascertain a number of things about the program. Most obviously, good cost estimating will enable the manager to enhance the accuracy of fiscal projections--e.g., how much will this project drain the budget? How much will this job cost as compared to another job? Does the amount of skills training involved justify the materials and supplies outlay? But the cost estimates may also, when monitored in tandem with other program management information, provide the program manager with insight into other aspects of the program. Are more complex jobs being done which require more proficiency from trainees? Have journeymen adequately planned tasks and projects? Does the project as a whole continue to satisfy a primary objective of producing valuable, tangible community improvements?

The procedures followed by a project to estimate and report work costs will vary according to the job being done. If a job has a set of blueprints and specifications, cost estimating is simplified, since the materials needed are spelled out in detail. If blueprints and specifications are not submitted, the task then becomes arduous and more complex since staff must try to present a visual picture of how the task will be constructed, determine within reason the amount of material to be used, and allow for the over-run of materials cost (which is more often the rule than the exception).

There are several methods one can use to determine and evaluate the general cost of a job and its cost effectiveness. One approach is preprinted forms used to estimate labor cost of crews and supervisors along with materials costs. The cost of labor is predetermined, based on present salary levels, while materials and supply costs are set after consultation with various local vendors or suppliers who quote the price figures. This is generally done every thirty days since manufacturers will not commit themselves for a longer period of time. Cost is also determined by quantity purchased and time of purchase. Bulk purchasing often results in a two to eight percent price reduction.

The availability of an item will at times be a more important factor than cost. For example, if you are required to wait 60-90 days for an item from a supplier who sells it at one price, it may make sense to buy from a supplier who charges more but can deliver in 30 days, thereby increasing your materials costs, even by five or ten percent, while not delaying the job.

After a job has been completed, it is necessary to determine the actual costs. Staff should review trainees' time cards and daily attendance records to determine actual job cost versus estimates, to determine if a particular job has been cost-effective, to see what, if anything, can be done to reduce the cost of similar jobs in the future, and to be used as a reference for further estimating.

Several factors can wreak havoc with cost estimating and reporting. "Change orders" frequently cause alterations. A change order is submitted in writing by a contractor, citing revisions of the original contract which are necessary in order to carry out the original intent. It will cite alterations in specifications of costs of materials and labor and of time. Change orders invariably mean lengthened work time. While they may arise from unsatisfactory work performance or misinterpretation of blueprints, they can also arise from incorrect blueprints or a revision of plan as determined by the architect or homeowner. Pre-construction meetings are the vehicle used to air these differences and recommend changes that ultimately effect a cost overrun of a particular job.

The other factor that will play an important role in the success or failure of a job is the overhead charged to a job. Several yardsticks should be used in determining adequate overhead: 1) past payment record of agency, company or individual owner; 2) method of payment--partial payment when job is one-half completed, or 80-90 percent payment when work is finished with retention of 10-20 percent for six months to determine if structural defects have occurred; and 3) number of staff persons needed to effectively supervise and monitor the job from start to finish including office staff. Overhead is generally considered to be 15-20 percent of the total job cost.

Cost Estimate Considerations

Cost Estimate Factors:

- Labor cost
- Material cost
- Rental fee
- Insurance
- Sub-contract fee: 1) Surveyor; 2) Architect; and 3) License fee
- Building permit
- Utility fee
- Site preparation

Material and Supply Factors:

- Direct purchase (from manufacturer)
- Indirect purchase (from local vendor)
- Bulk vs. minimum purchase
- Type or grade of material
- Material and supply method of payment, cash and carry, thirty days or open account
- Seasonal purchase, low production period vs. high production period
- Purchase of discontinued stock

Post Recording:

- Review and record total labor time and cost
- Record total material used
- Update change in material and supply cost
- Record total job cost including sub-contract work
- Record completion of punch list
- Verify and sign off of construction waiver

Fiscal Management

The fiscal management of this kind of project must confront--as does the management of any complex program--accounting for funds from many sources, spent in many different categories. An accounting system based upon accrual accounting, with flexibility to provide information on a cash basis is a necessity in monitoring the program's fiscal status. An outline of one system follows:

-- A fiscal unit accountant, after receiving instructions and program assumptions from the model planner, develops a detailed budget. This budget is then broken down on a monthly basis and the planned expenditures by individual line item and overall cost categories (Administrative Pool, Participant Wages and Fringes, Services, Market Supplies, Training and Worksite Supervision) are fed into the computer.

-- When the program begins operation, vouchers are prepared by cost category and line item. An entry is made on the books and data sheets as payments are made.

-- A computer printout of all expenditures is developed each month and is verified against the manual ledger. The expenditures are listed by line item within cost categories. The printout is broken down into planned, actual, and accrued cost totals.

-- The program planner reviews the monthly printout and determines if corrective action is needed in any of the cost categories.

-- The planner then meets with the program director to develop a plan to resolve the problem.

Accounting systems are usually complex because of the multiple funding sources and because of the necessity to record costs of each job separately. In addition, each funding source will have its own fiscal report and voucher requirements. It is important to establish books and records which will illustrate income from each funding source and which will show expenditures according to budget line item for each funding source.

The simplest method of keeping track of all expenditures is to develop a Chart of Accounts which identifies a specific account number for each item in the budget. For example, account number 1000 could represent administrative salaries, 1001 could represent fringe benefits for administrative personnel, etc. Any expenditure in these areas would then be charged against these account numbers for each budget line item. With this type of system it is easy to accumulate totals at the end of each month for internal reports and for fiscal reports to funding agencies.

Another area of fiscal recordkeeping is purchasing systems. Personnel must be able to identify the materials purchased for each job and the funding source to be charged. A purchase system should include the following steps:

-- Purchase orders should ALWAYS be used (see Appendix for examples).

-- Each purchase order should include the job or jobs for which the material is being ordered. If material for more than one job is being ordered on one purchase order, the items to be used on each separate job should be identified.

-- When the materials are delivered, the foreman should check the delivery against the purchase order and note any differences. This will assure that only materials actually received will be paid for.

-- When the bills are received, items billed should be checked against purchase orders. Check requests should be prepared which identify the job and the account number (budget line item) to which costs are being charged.

If a good purchasing system is established, problems of accounting for expenditures by job should be few and reports for various funding sources should be simple to prepare.

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CHAPTER V: THE STAFF AND THE TRAINEES

Skills Training vs. Production

The construction training project emphasizes both training and production, and this programmatic "split personality" may create a tension which must be well-managed. This tension may exist because the agency which has contributed monies for materials and supplies--e.g., a community development agency, a weatherization agency, or another work provider--legitimately demands that the project produce acceptable finished products. If the community development agency responsible for refurbishing low-income houses cannot demonstrate to its constituency the improvement of these houses, it does little good to say that a number of youngsters received construction training and got jobs. But this tension may also feed on the converse: those in the program responsible for training and placement may emphasize skills acquisition and proficiency to the detriment of productivity and deadlines. Job coaches, for instance, will say that it does just as little good to point to finished houses if no youngsters have mastered skills and secured employment. In either case, the program suffers.

A successful model recognizes the importance of maintaining the training/production balance. It establishes to this end reasonable but full production and training schedules. One method is that certain trainees and journeymen together with administrators determine that particular projects will be completed by given dates. They will also determine what skills will have to be learned in the process of accomplishing such projects. By allowing persons from all quarters to share in this determination of program objectives, the manager assures that training goals and production goals receive attention.

Proper pacing of both training and production is more important than a choice between one or the other. There should be a greater production as the trainees stay in the program longer and learn more skills. Keep in mind, of course, that when production demands mean that a crew moves to a new skill area, the training/production cycle has to begin again. For example, if the crew doing basic carpentry, such as rough framing and installation of sub-floors, moves on to more detailed carpentry, such as cabinetmaking and installation, the emphasis will be for a time on training rather than production.

Determining whether this balance is being maintained is helped considerably by the work valuation procedure explained in detail in the Appendix. Determining the value of what has been done and the cost of what it took to get it done (which includes materials, enrollees' time and wages and supervisory time and wages) is an excellent tool for keeping track of the program's on-going effectiveness.

Staff Discipline and Problem-Solving

Personnel policies for staff, if drafted creatively, can make a genuine contribution to the "world-of-work" atmosphere the project seeks to

establish. Most operating organizations will have an agency personnel policy that governs employees, their benefits and responsibilities. These are quite flexible when compared to the personnel policies in force in the construction trades.

Some VICI operators in the national demonstration--Philadelphia, Chicago, Milwaukee--signed the master agreement with the cooperating unions, establishing the union contract as the final document with regard to hours, pay, working conditions, and benefits for the crew chiefs. In effect, a different, and in many ways stricter, set of work rules is applied to the crew chiefs. They are not paid for sick time, holidays, time lost to weather and the like. They can also be dismissed for one incident of tardiness or unexcused absence (though not all sites followed this practice). Participants, when they see journeymen accepting and adhering to work rules such as these, are getting a good introduction to the real world. Staff should encourage the establishment of these types of rules.

One of the fundamental strengths of the model is its use of skilled craftsmen as crew chiefs. They represent the standards of craftsmanship and work habits that the project seeks to instill in the participants. Few of the crew chiefs will, however, have worked with youth of this age group. Few will fully understand the broad role they will play. They will have had little experience in working with CETA staff, and CETA staff will be equally unfamiliar with them.

For these reasons, it is important to establish a thorough and ongoing staff development program. This program should ideally begin early, prior to actual enrollment of the youth and will involve the crew chiefs and other staff in the development and refinement of project policies, procedures and activities. Work rules, participant personnel policies, disciplinary and grievance procedures, and timekeeping, payroll and procurement processes are all suitable subjects for the staff to develop together en masse or via staff committees.

Special attention has to be given to identifying the crew chief's dual roles, as trainers and as producers of work. It must be recognized that, while each of the instructors hired possesses many years of trades experiences and is clearly skilled in his particular field, the vast majority have had little experience in supervising or instructing youth. It is important to realize that even though journeymen may, on the job, have apprentices assigned to them, the ratio is usually one apprentice to one or more journeyman. The ratio of one journeyman to six participants in the VICI model is low for CETA-run programs but high in the trades, and poses problems in regard to management of tasks and supervision of crew members.

As the program seeks to orient journeymen to their training/production roles, it may become apparent that some pedagogical coaching is necessary. Early visits to worksites may find some journeymen doing the majority of the work while participants watch; others may go from one participant to the next in a frustrating attempt to give individual instruction to each participant. Administrators may decide to hold training sessions with the journeymen to give them better methods of instruction and crew manage-

ment--instructing crews in groups before assigning the crew members to a "buddy" system to fulfill work assignments. Involving the local Joint Apprenticeship Committee and/or a shop teacher from a vocational school could be extremely helpful in developing teaching and crew management techniques.

Another aspect of staff development for crew chiefs relates particularly to working with economically disadvantaged youth. Job coaches can be helpful in advising journeymen about special needs or problems of particular participants and pointing out developing problems such as favoritism. For instance, they are encouraged to offer praise for trainees who are doing a good job, since many youth entering the program have poor self-images and have rarely been given positive feedback. In addition, journeymen's instruction should cover all the rules and regulations governing participant behavior, procedures for enforcing discipline, the completion of documents, and participant personnel policies. Role-playing various situations may assist the journeymen in recognizing their strengths and weaknesses in supervising participants and enforcing discipline.

Another approach is to establish a short weekly meeting at which all staff review problems and work to refine the roles of and techniques used by the crew chiefs. Over a period of weeks, the journeymen can discuss their roles (instructor, supervisor, disciplinarian, etc.), and "brainstorm" a series of activities that would make all their roles easier to play. Individuals can "pilot" test the activities and report the results at the next staff meeting. Successful activities are then incorporated into journeymen's preparation for new cases of trainees.

A broader approach is for participants, administrators and journeymen to meet weekly as a group and review the week's problems and accomplishments, and discuss work projects and schedules. At these meetings, participants and staff can express concerns about rules and regulations, training, and so on. These meetings provide staff with an on-going opportunity to better get to know the trainees and, therefore, to better develop their teaching skills.

Staff development should not be confined to early days but should be an ongoing process. Such efforts are essential to a successful program as are individual meetings, scheduled and unscheduled, between a journeyman and other staff members.

Assessment and Assignment

No matter how large or small the pool of recruits that are attracted, the assessment process is particularly important. It is of limited value to have young people enter the program, only to drop out after a few months; it is also of limited value to enroll in the program young people who are eager to work but who simply cannot achieve the level of skills required in this program. A high termination rate in the first months of the program means a great deal of wasted effort. The best safeguard against this is the assessment process itself.

Assessment is the process of determining the aptness of the program for the youngster and of the youngster for the program. This assessment will be based not as much on a set of rigid criteria as on the operators' clearly-articulated program goals and judgements about the kinds of young people who can achieve them. The project makes stringent physical and emotional demands on trainees. Trainees must have enthusiasm for a long-term, rigorous training program, in general, and a real demonstrable interest in construction or related training in particular. Trainees will have to be in good physical condition, able to work long hours in cold and hot weather, on ladders and scaffolds. They must be willing to follow directions and observe schedules.

Experience has shown that some youth are more likely than others to terminate positively from this model. Generally, most positive terminations were:

-- eighteen and nineteen year olds;

-- those with a diploma or who were motivated to acquire a GED;

-- those who had positively terminated from other CETA programs or jobs;

-- those who participated in the model for 36-45 weeks, i.e., demonstrating commitment and maturity.

Experience has not shown a relationship between prior experience in the construction field and program services. Lack of prior experience should not be considered a barrier. However, enrollees must evoke a definite interest in construction work.

Assessment cannot, of course, be a foolproof process. Assessors may assess imperfectly, or unforeseen developments may occur once the program gets underway. We want also to emphasize that assessment is not "creaming" and that it has much value for both the enrollee and the program. As long as assessment is not an exclusionary process in which, for example, only highly skilled applicants are selected and others in the target population are not, it is valuable in determining early whether or not this program is the right one for the applicant.

Before program operators can determine the suitability of an applicant for the program, the applicants must know what the program is. Program operators should make a presentation about the program. They will explain the skills the enrollee will be expected to learn, the intensity of the work, the number of hours, and the physical and intellectual demands which the program will make. In addition, the program rules and regulations and the rules and requirements governing admission to union apprenticeship programs, should be made clear to the applicants. During this stage of assessment, program managers must involve the journeymen who will work on the project. They are most able to explain the nature of the work involved, and they will also contribute to assessing the applicants' interests and potentials.

There are a number of methods of informing prospective enrollees, most frequently neighborhood "open houses" or pamphlets and flyers. At open houses, large numbers of applicants assemble with staff, current trainees and journeymen supervisors in informal "rap sessions." Generally there has been considerable success in personal, verbal exchanges of information and questions; pamphlets can also describe the program but face-to-face interchanges better serve the needs of the applicants and the program.

Small group interviews--three or four staff and journeymen interviewing each applicant--have proven the most worthwhile in screening youth with a general interest in the program. Being careful not to overwhelm the applicant, the three or four interviewers can be sure that their perspectives and impressions are clear and, in some measure, shared. Journeymen must participate in the interviews, since their perspectives as experienced tradesmen and trades teachers are vital to the assessment of prospective trainees.

There are some general rules that should be remembered:

- Do not expect an impeccable work history from 16- to 19-year-old youth.

- Make clear that this is not a two- or three-month stop-gap program. Determine if the youngster is merely in transition--waiting to go back to school, planning to relocate, planning on entering military services, etc.--or if the youngster clearly indicates a predisposition to a field of training outside construction.

- Emphasize program rules and regulations. Note an unusual resistance to the rules and regulations. We cannot overemphasize that the stringent requirements of attendance and productivity which characterize the model are, in our judgment, critical ingredients in the success of any serious training and employment program.

The Appendix contains a student selection sheet used in one of the VICI projects which both elicits information and helps to emphasize to the applicant what is expected.

Orientation

Project planners must carefully develop orientation procedures for the enrollee's early days. During orientation, the enrollee will begin the critical adjustment to training schedules, rules and regulations, supervisor/trainee relations, safety practices, tools, etc. In multi-trade projects, the enrollee may use this time to explore the trade areas open to him or her and to choose one in which to concentrate his or her training. Crew chiefs and administrative staff must assure the enrollee that during orientation, productivity will take a decided back seat to his or her comprehension of what lies ahead during training.

The orientation period will be useful to project staff in determining enrollees' basic skills and their remedial education needs. Enrollees' knowledge of measurement, spacial relations, arithmetic, etc. cannot be taken for granted and, while the teaching of these skills is not limited just to the orientation period, it should begin early on. It is uncomfortable, embarrassing and frustrating, for journeymen and enrollees alike, when basic fundamentals of measurement are not understood. We emphasize that evaluating basic skills should not screen enrollees out of the program, but should instead be quickly looked into to determine what supplemental education arrangements must be made.

Orientation can be combined with or planned to supplement the assessment process. If, for instance, at the end of a week's intensive orientation activities an applicant sees that he, in fact, does not belong in this project, or if staff see that, in fact, and enrollee is not suited to the trades offered, the time lost in a week or two is more than made up for by the soundness of an early choice made by the enrollee and the program. Enrollees who choose not to enter the program clear the way for a more compatible enrollee. And they have made an intelligent choice based upon both the project's and their own ambitions and capabilities. Strong efforts should be made to refer the enrollee back into the CETA system or to another appropriate job referral system to secure other employment.

A most practical orientation procedure and device is to have enrollees build, in stages, a room-sized model, on which they practice carpentry, masonry, glazing, roofing, plumbing. They can actually construct a home heating/weatherization worksite which simulates the actual work the trainees would perform in the field.

The orientation of enrollees to projects already in operation (i.e., enrollees who fill vacancies arising from terminations or graduations), can be easier than orientation of the original enrollees. The most effective way to conduct the orientation is to have the trainees visit the worksites and observe other enrollees at work. This hands-on experience and observation has had considerable effect in allowing enrollees to make honest determinations of their aptitude for this program. Those programs that are just beginning, though, and which do not have an experienced crew to observe, should offer, during orientation, a mix of both didactic information and hands-on experience. A pure introductory classroom format has not been successful, perhaps because it smacks too much of an academic environment which does not conjure up pleasant associations to most youth. Experience has been that a blend of lecture and demonstrations works best.

Skills Progression

"Skills Progression"--the systematic advance through a series of competency levels of a particular trade, demonstrating proficiency at each successive level--figures critically in the project. Youth's commitments to remaining in the program, improvement of their skills, their attitudes towards work--all are subjects which have occupied the minds of manpower planners. Not surprisingly, experience in VICI has demonstrated that a progression of skills, rather than the simple repetition of tasks, will have a more salutary effect on the trainees' morale and on the work being

done. Studies of adult workers confirm that a variety of tasks, feedback on accomplishments, new challenges, all contribute to making a healthy work environment. However, to accomplish this while maintaining production goals and standards is no easy task.

Journeymen, supervisors and administrators have to construct detailed plans for teaching skills within the context of normal productivity. For example, a carpenter trainee should move from crude carpentry work to more sophisticated, detailed work as his or her length of time in the program increases. But the trainee cannot reasonably move to more complex skills in the hierarchy until he or she has mastered the skills he or she currently works on.

Charted below is a skill progression for carpentry used in VICI. Skills progressions for painting, plumbing, masonry, roofing and electrical trades can be found in the Appendix. These progressions guide trainees from "Basic" through "Intermediate" to "Advanced" task levels.

Carpentry Skills Progression

BASIC	INTERMEDIATE	ADVANCED
Reading the rule. Laying 16" O.C. for sole and top plates. Nailing end studs in place. Layout successive gable studs. Install floor joists Doubling joists under heavy equipment Install insulation	Use and safety of portable circular saw Cutting sole and top plates. Install backing and partition intersections. Cut and install cats. Framing a rough door opening. Measuring and cutting jack studs Nailing jack studs in place. Use and safety of the circular saw Fabricate a union sawhorse Cut sample rafter Install rafters (plumb end) Install rafters (plate end)	Reading blueprints Snapping and chalk line and setting sole plate to line. Cutting and setting let in bracing. Determine size of rough door opening Estimate and order insulation materials required Determine position of ridge board. Layout for floor joists Construct a rough stair opening Fabricate and install bent bracing Site development Fabricate and install concrete forms. Use and safety with a router Manufacture moldings

The cooperating unions or contractors' groups should be approached for help in establishing the skills progressions. These groups have substantial resources on hand through their apprenticeship programs and they should be able to assist with the development of skills progressions and assessment techniques.

Most sites in the national demonstration dealt with assessment of skills growth through a weekly participant evaluation. In this process, the journeymen crew chief noted the three most advanced tasks performed by the trainee, rated them according to their status as basic, intermediate, or advanced, and assessed the participant's performance on a five-stage scale ranging from poor to excellent. The assessment was formalized in the

weekly progress report. By this process, program staff were able to effectively assess the growth of each participant's skills and to promote or provide remedial skills training as appropriate.

In order to have effective skills progression, the worksites themselves must accomodate this growth. Planners and administrators must, therefore, exercise care in negotiating with the work-providing organization to ensure that the work to be done is not overly redundant in nature. Carpentry and painting worksites are obvious for skills progressions. At first glance weatherizaton may appear not to offer good skills progression, but properly structured, it incorporates the complex tasks of boiler and radiator rejuvenation, masonry and foundation repairs and roofing into skills progressions, in addition to the traditional insulating, caulking and storm window installation tasks, and can develop a thorough, professional skills progression.

The hallmark of a youth training and employment project is the skills progression and its juxtaposition with the worksite goals. Whatever method is used, a well-designed system of skills progression not only ensures a more qualified youth graduate but also maintains the interest and productivity of the enrollee.

Skill Training Emphasis

Two schools of thought may prevail regarding the assignment of enrollees to skills training areas. One school argues that enrollees should be exposed to a variety of skills, since this is a work experience program designed to acquaint the enrollee with the world of construction and the variety of skills which will make him or her more employable. The other school argues that, in the time the young person is enrolled in the program, he or she will have the opportunity to become reasonably proficient in a particular skill only if he or she is given continuous exposure to that skill. The preponderant opinion, though, is that an enrollee who has concentrated on one trade will have a greater chance of employability and more continuity of work, and program managers will have more manageable programs. No matter which approach is taken, program planners and managers must decide prior to the launching of the program. In thinking through this choice, the planner and manager should note the following:

- An enrollee must work for at least a prescribed, minimum period of time at a particular trade. Primary reasons for this are two: First, it will take period of time for a trainee to reach a minimum level of competence in any trade. Second, a young person may, as he or she becomes more proficient at and comfortable with a particular trade, elect to pursue a trade which he or she originally may have discounted. The consensus is that a two-month minimum stay in a particular skill is best.

- Program managers and supervisors often raise the issue that, when trainees change skill areas, productivity declines. That is, as a new crew begins to work or as new members join a crew, they will produce less than the more experienced members. This means,

in turn, that the journeymen crew chiefs have to take time to instruct new members while leaving other members of the crew to continue their work. This has not always been a problem since many trainees are able, after a few months, to function relatively independently. It does mean, however, that journeymen must plan projects, before new members join a work crew, which will allow for independent work, since new trainees will occupy much of the journeymen's time as they start their new skill, leaving the more experienced members relatively unsupervised.

One method, used with considerable success, is to have an enrollee new to the skill work at the outset with a more experienced enrollee; or a particularly competent trainee can take over the crew while the journeyman works with the new enrollees. Still another approach is to have a complete changeover of crews. A crew can move en masse to another skill. This, of course, does not solve the problem of decline in productivity, but logistics are easier, since a new crew would start approximately the same way that the previous crew had begun. The problem here is that the work itself may require greater complexity of skill, since the previous crew may have finished the beginning step and gone to more complicated procedures.

Wage Progression

An essential feature of the model is a wage progression or salary increase system for its participants. The wage progression system was developed to duplicate practices used by employers in the trades occupations, to reward participants for good work habits and skills mastery; and to provide incentives for quality work. In essence, wage incentives were seen as a way of orienting participants to the real "world of work."

The progression begins at an entry-level wage, established by the program operators, and moves upward in steps, each increase justified by good work performance, skills assimilation and tenure in the program. Programs may vary as to the number of raises; the New Haven VICI participants started at the federal minimum wage, and were eligible to receive increases in salary of 15 cents an hour at regular intervals. New Haven granted increases based upon minimum criteria of ten to twelve weeks at the previous pay level, a 95 percent attendance record, and a rating of satisfactory or better for work habits, performances and skill development. The system was developed with the assistance of the Carpenters' Joint Apprenticeship Committee's Coordinator and closely resembled the Apprenticeship Program's wage scale system. The decision to award a wage increase was not left to the crew chief; the job coach and program director had final sign-off.

The wage progression system has proven to be a valuable learning instrument for participants. In New Haven, approximately 40 percent of the participants eligible for the first wage increase were denied these raises. When a participant was determined ineligible for an increase, a meeting with the job coach was scheduled. The job coach reviewed with the participant the reasons why a wage increase was not approved. Subsequently, the job coach and participant determined a course of corrective action which would make the participant eligible for the next wage in-

crease. The result was that most participants worked harder to qualify for an increase at the next review date. Awarding increases based upon performance and attendance rather than only longevity proved valuable for developing a realistic work atmosphere for participants.

Job Development and Placement

Project managers must establish at the outset firm objectives in obtaining job placements for graduates. The relationships which foster substantial placements require thought, nurturing, and aggressive attention early on in the program. There are many means to the end of high placements.

Some VICI projects hired placement coordinators to serve on staff. Others elected to tie into the standard placement procedures existing within the prime sponsor structure. No matter what choice is made, it is vitally important that the contacts with the union, construction companies and private and public employers be developed early on. The advisory board can play a critical role in establishing and maintaining these contacts. Placement relies heavily, too, on the informal but critical network that exists between journeymen and their own unions. Journeymen have knowledge of and access to job openings in their particular trades. Some VICI programs established placement quotas for each journeyman. The journeymen themselves had a responsibility to see that a certain number of their crew--whom they have deemed qualified--obtained placement.

The more formal placement network involves agreements between unions and the program regarding apprenticeship placements. Part of the interest in hiring journeymen instructors relies on access to apprenticeship positions for qualified graduates. It is essential, then, that these agreements be cultivated throughout the project. Active involvement of unions in the program's operations will further this. The route frequently taken to this is the advisory board, where the union is represented. This might involve more than one union or it might involve a central labor council or coordinating agency of the labor movement in a particular locality.

Unions are concerned about the obligation to accept youngsters into apprenticeship programs without any real union input into the type of training that these youngsters have received. It has been our experience that the unions involved in the design of the training curriculum, and with some say on the advisory council, are, when placement becomes an issue, much more likely to cooperate than to resist. Involving the unions cannot mean sending an occasional report. Instead, it requires that members of the union observe trainees at work; that there be formal presentations made to union members throughout the project; that members have opportunities to observe the high quality of the work being done; that incentives in the form of certificates or awards be made to those unions accepting the most trainees--in short, that unions become partners in the project.

An energetic placement campaign can win additional placements in unions not directly involved with the project. In the Milwaukee VICI demonstration, for instance, only the carpenters' and painters' unions

participated directly in the project, but VICI graduates were offered apprenticeships in the glazers', sprinkler fitters', drafting, laborers', electricians' and railway carpenters' unions. The Appendix contains a sample of a letter sent by Milwaukee's VICI project to local employers.

In any case, placement cannot remain untouched until the end of the program; it must be emphasized early in operations. It is extremely hazardous, in fact, to devote energy to placement only at the end of the program, for a variety of reasons. Enrollees are ready at different times for placement. Some trainees have acquired construction-related union jobs after as few as four months of training. While this is not the usual case, it should be noted that an enrollee with talent and proficiency in a particular skill can make very rapid progress and may be job-ready earlier than one would expect in a traditional job training program. It does not take the same predictable, finite period of time for every enrollee to finish the training course. Job market opportunities, seasonal issues, annual apprenticeship openings in a union, building booms, availability of mortgage money, funds available for minority hiring, pressures for minority hiring--all these will affect placement of trainees. Unions often open apprenticeship programs only once a year, and then only for a few weeks. Placement planners should consider this in developing opportunities for trainees. Temporary openings may have to be developed to tide trainees through to the union acceptance period.

We recommend that the program staff include a placement specialist. However, if this is not possible due to budgetary or other constraints, and if it is necessary to use the traditional prime sponsor placement network, then it is even more essential that the placement apparatus for enrollees be established early in the program. And we remind operators that even the strongest placement plans and the most active staff may experience difficulties when local economic conditions are bad.

Apprenticeship Certification

A successful placement effort is a true indicator of a program's training ability. In a multi-linked program such as this one, which employs skilled, experienced craftsmen, whether union or non-union, apprentice placements should be one of the goals. Before planning its placement strategy, the prime sponsor or delegate management agency should understand the apprenticeship system.

The apprenticeship system is governed by general rules and regulations, as are most public sector systems. Apprenticeship standards are set by the Bureau of Apprenticeship and Training (BAT), an agency within the Department of Labor. BAT has the authority to determine the terms of apprenticeship, qualifications, methods of supervision, work training schedules and other policies having to do with developing the apprentice into a full-fledged journeyman. BAT's authority extends to all apprentice programs, whether construction or non-construction, union or non-union. Once an apprenticeship program is developed and implemented, BAT has the responsibility to monitor the employer or union to ensure that the employer or union and apprentice are obeying BAT rules. BAT also monitors the apprenticeship's affirmative action and equal employment components.

Should BAT find an employer or union not in full compliance with BAT or other federal regulations, it will assist the group in its efforts to achieve compliance. BAT cannot approve or suspend apprenticeship programs. This power is held by the Apprenticeship and Training Council of each state.

The specifics of apprenticeship are determined on the local level. Each individual employer or union sets its apprenticeship requirements, within the bounds established by BAT. Information about union apprenticeship requirements is easily available. It can be secured from the union, BAT, state employment offices and some community-based agencies. The states Apprenticeship Information Centers accumulate and disseminate information about apprenticeship openings, whether the openings are union or non-union.

Prime sponsors and project managers should familiarize themselves with the unions and their requirements. Questions about entry requirements, entry duties, wages and dues must be answered. The following is general information about apprenticeship:

1. Most unions require proof of a high school or general equivalency diploma.

2. Transcripts are required. Find out if the unions require particular courses such as algebra, geometry and/or chemistry.

3. Apprentice applicants must be 18-25 years of age. Birth certificates must be provided.

4. Veterans must provide a copy of their DD214 Form which provides information about their service record and discharge.

5. The applicant may be required to pass a general aptitude and/ or oral examination.

6. Applicant must pass a physical examination.

7. Application dates are set by the union, usually once a year. It is quite possible that applications may not be accepted during a particular year.

One way to assist in placement and in some cases to aid in entry into apprenticeship is to certify time spent in the project, the skills learned and the proficiency acquired during training. The method of determining whether or not the skill has been learned, and of determining which skills merit certification, will vary from site to site and program to program. But some recognition of the training is recommended for trainees who successfully complete the program. The greater the consistency of the project's internal skills progression information system with that used in the apprenticeship system, the more likely it will be useful and used.

A certificate might, for example, list the skills learned and the requirements met to have obtained such a credential. At the least, the certification should be recognition from the union that a youth trainee has

completed a prescribed course. We recommend that each city work out its own certification program, soliciting the cooperation of industry and labor in establishing certification criteria, minimum attendance and quality of work. Receipt of this certificate could depend on results of a competency-based test and/or the recommendation of the journeymen supervisor.

No matter how the recognition is given, however, it can have considerable impact on the graduate's success. It can signal to an employer that reputable people have certified the trainee's capability and skills proficiency. It can also have a substantial personal impact on the trainee, who leaves the program with documentation of his or her achievements.

Support Services

The VICI model deliberately budgeted few dollars for ancillary activities such as counseling, health, education, legal, and placement and follow-up services. Those who designed the demonstration felt that the work experience element of VICI should be emphasized, while depending on links with other organizations to obtain ancillary services. Because of the participants' needs, however,there is no question that arrangements must be made to provide these services.

New Haven and other VICI programs met this need by hiring job coaches. The primary responsibility of the job coach was to assist each individual to obtain his program objective. To this end, the job coach reviewed weekly participant progress forms and instituted corrective action when necessary. For instance, if a participant was having attendance problems, the job coach would meet with the participant and the program director. This quick assessment and remedy approach was successful in retaining a number of youth who, not given immediate attention, would otherwise have left or been dismissed from the program. The crew chief could concentrate his efforts on training and production, while the job coach tended to individual participant needs.

Job coaches also had the responsibility to arrange for supplemental education for program trainees. For example, two significant barriers to placement in union apprenticeship programs encountered at all sites were the participants' lack of high school diplomas and drivers' licenses. VICI job coaches were instrumental in enrolling youth in GED training programs, adult education courses and driver training, in order to assist participants in obtaining their diplomas and/or drivers' licenses before VICI graduation. In New Haven the job coaches also enrolled individuals in courses conducted by the New Haven Recruitment and Training Program, while in Milwaukee they enrolled youth in Big Step, a union-supported non-profit organization providing tutoring to minority and female applicants for apprentices in the local construction trades. These courses prepared them for apprenticeship entrance tests.

Lastly, the job coaches played a most important role in placement. In New Haven, eight weeks before a VICI participant was to graduate from the program he or she was scheduled for "job search" sessions with the job coach. During these sessions, scheduled once a week for approximately three weeks, the participant was trained in filling out applications,

preparing a resume, and sharpening interview skills, appearance and job search skills. Each job coach also developed lists of potential placements for his participants. Sometimes coaches used unusual means to secure such placements. At one site, for instance, a job coach passed a construction site and stopped to inquire about job openings. This unplanned step led to a placement and served as an excellent example of job-hunting for the participants. A number of participants subsequently used this method to secure jobs for themselves and fellow workers.

The job coaches also referred trainees to the other ancillary service agences such as housing or legal aid. Toward this end they were responsible for developing and maintaining contact with providers of these services, and for referring and following-up participants as necessary.

One of the more pleasant ironies of the VICI search for alternate sources of support services, in the fact of low budget allocations, was the discovery that crew chiefs were, in many cases, excellent counselors and job coaches. At every one of the eight VICI sites, journeymen took very active roles in advising trainees on personal and professional matters, always to the enhancement of the program.

Participant Personnel Policies

While participant personnel policies may be subject to governance by the delegate agency or the prime, program operators should at least incorporate the local construction trades' policies, if not use them as a model in order to make the work experience as valid as possible. By adopting rules, regulations and responsibilities that reflect closely the practices which govern employees in the trades, participants are better able to assimilate themselves into actual work situations.

Participant personnel policies should include the following:

Working Hours

Work hours should be clearly specified, including breaks and lunch hours.

Attendance

The program places special emphasis on developing good attendance habits. Participants are provided with instructions on whom to call if they are going to be absent for health or personal reasons. They are given the telephone number of their foreman or crew chief to contact him regarding an absence. Penalities for non-observance are clearly spelled out.

Punctuality

Spell out the policy regarding reporting to work on time and reporting back from break and lunch at the required time. Clearly state penalties for lateness. Note that positive reward or recognition is also useful to develop good attendance and

punctuality. The wage increase is based partly upon participants' maintaining good attendance. At one demonstration site, crews selected a participant of the month, in which attendance was an important factor. A photo of the participant of the month was placed on the bulletin board and he or she was presented with a tool in recognition of this honor.

Medical and/or Other Appointments

The policy regarding appointments should strongly encourage that appointments be scheduled after the work day ends. If this cannot be done, participants are required to inform the proper staff person in advance.

Suspension and Termination

Each city in the national VICI demonstration became stricter in the control and application of personnel policies as the program progressed. In many instances, CETA youth programs were initially seen as "last chance" training for most participants. While this outlook was adopted with the best of intentions, it rarely worked. Each VICI program realized early in its operation that a policy of suspension and dismissal was not only necessary for the production aspect of the program, but represented an important learning experience to all participants. Youth who see their fellow trainees dismissed for absenteeism, tardiness, smoking marijuana, or stealing, are less likely to commit such acts; youth suspended for breaking rules must examine their own priorities. In fact, some youth who were dismissed from VICI returned to seek advice concerning employment. Clearly state all suspension and dismissal grounds and appeals procedures.

Participant Benefits

Participants should be made aware of the benefits to which they are entitled. In most CETA programs, each crew member is entitled to sick days and paid holidays. These two practices do not, however, reflect trade occupation practices. Workers in the construction trades are rarely paid for days missed due to illness or holiday. Staff and crew chiefs should pay particular attention to informing the participants of this discrepancy. They should also stress the importance of building up "sick time" in the event of future injury or illness keeping them out of work for any length of time. They should also provide instruction on health benefits, fringe benefits, and taxes.

Job Rights and Grievance Procedures

The personnel policies for participants should include an outline of their rights to equal and fair employment opportunities and safe working conditions. They should receive, and review a detailed grievance procedure, governing complaints concerning discriminatory practices and unsafe working conditions. Program planners may actually adopt the rules and regulations of the

apprenticeship program of the union cooperating with the project. By tying into an existing system of apprenticeship standards, considerable credibility is established with the unions and with the enrollee as to the requirements and demands of the program.

In all, the participant personnel policies enacted at the eight VICI sites share these common elements. In the Appendix, we have included a sample set of participant policies.

The Special Problems of Women

Program planners and operators from both the human resource and the construction worlds should be aware of the affirmative action mandates and guidelines which govern employment and hiring practices, training programs, federally-funded building and construction projects, and so forth. They will know, too, that growing numbers of women now pursue careers in trades formerly the exclusive domains of men. Those planning a training/employment project should determine what the local unions' affirmative action guidelines are, what prospects these may present for prospective program graduates, and how to correlate these guidelines with plans for the training programs. OYP-DOL set the minimum female VICI enrollment requirement at 20 percent.

But those managing the program must recognize, too, that neither federal mandates nor the determination of female trainees to succeed can alone overcome the barriers in unconventional careers. The staff will have to work to overcome resistance--on part of administrators, journeymen and male and female trainees--to women's participation.

In VICI, some journeymen believed women just were not cut out to meet the stringent physical demands of a construction job. Others said that the young men in training such as this did not know how to treat women as colleagues and co-workers. Their teasing lead to disputes on the worksite and sometimes to a supervisor's decision that it was simply easier to dismiss the girls than try to raise everyone else's consciousness, especially when working against tight production deadlines. Finally, the women themselves said that their determination to succeed and their own belief in the principles of affirmative action had, in some sites, to be remarkably strong to clear the hurdles placed in their way by male supervisors and trainees.

Of course, not all journeymen and trainees shared the view that women cannot become good construction workers. One journeyman in VICI noted that, "I have nine girls on my crews and every damn one of them is good." Another asserted that the young women on his crew could lift "anything the boys can lift." Where the supervisors were observed to be helpful, with a genuine commitment to and interest in <u>all</u> their trainees, the young women in VICI attained substantial success in training and employment.

Thus, the key to women's success lies beyond the trainee's own determination to "buck the odds." Mostly, it lies in the journeymen's attitudes. If a young women discerns that the journeymen supervisors believe she cannot handle the job and that they have no interest in her

learning to do anything other than count tools and keep trainees' attendance records, then she is bound to fail. No matter how strongly she intends to make it, the odds are against her in a project where her instructors do not want her to make it. Further, whatever tendencies her male counterparts have to negatively view her participation will be reinforced by negative attitudes on the part of the instructors.

The successful inclusion of women in the project, then, requires some careful planning and execution. The recruiters must enlist young women who evince a strong interest in the construction trades and a willingness to go through rigorous and demanding training. This may entail incorporating in the project's recruitment program efforts aimed specifically at enlisting young women. Recruiters will want to contact organizations such as YWCA's, the Girl Scouts, local women's groups, women's health centers, girl's high schools, etc. Planners should also seek out any women in the municipality who are involved in building and construction and enlist their aid in recruiting women.

Once the program's female enrollment minimum is set, and in order that those women who enroll have as successful an experience as possible, we recommend the following steps be taken.

- Insofar as possible, hire crew chiefs who have demonstrated a commitment to affirmative action and a talent for working in a non-traditional setting.

- Include among other administrative staff at least one person who will advocate for the young women trainees.

- Include affirmative action orientation in the in-service training provided for crew chiefs (and for counselors, job coaches, etc.). Be sure that all staff, particularly those who will have direct contact with trainees, understand that the project has a commitment to training and placing young women in the trades.

- Contact local women's groups for assistance in setting up an orientation program for staff, and a similar program for trainees. They may be able to provide speakers, printed materials, or at least guidance.

- At the worksite, instructors must apply to female trainees' work the same standards they apply to work done by male trainees. It does women no favor to expect less or to accept less. Even the strongest-willed, most committed young women may lack some of the pre-conditioning and basic skills that some young men may bring to the project. Instructors must, therefore, be prepared to spend extra time to teach young women basic skills they may lack.

- Crew chiefs and male trainees must avoid doing work for female trainees. Instances of teasing, baiting or sexual harassment should be tolerated no more than any insubordination trainees may display toward their supervisors.

- It may help, especially as women are being oriented to the model and developing familiarity, to have women trainees work in twos at first.

These steps can make a difference. Where women did well in VICI, they did remarkably well. In Milwaukee, the first two VICI trainees placed in apprenticeships were women, placed into the electricians' and carpenters' unions. Women were the first trainees indentured in Newark and Atlanta, as well. And they achieved substantial placements in non-union construction-related jobs. The attitude of the craftsmen instructors is crucial, and program planners and managers should take firm steps to assure that the project's affirmative action goals are met.

CHAPTER VI: SOME COMMON QUESTIONS--AND ANSWERS

From VICI's inception throughout its operating life, CETA prime sponsors, union representatives, municipal authorities and others asked numerous questions which we anticipate the reader may also have about a multi-linked, construction training and employment project:

Q. How can I justify spending a good part of my CETA budget on a program such as this?

A. The unusually high placement rate, the community improvements that are visible and concrete, and the lasting links made with unions and private sector contractors should more than offset the expense of this program.

Q. You recommend wage progression--isn't this expensive?

A. The actual dollar cost of wage progression is relatively small. And the practice reinforces the real-world concept of reward for good work and satisfactory attendance and punctuality.

Q. Do I really have to have a one-to-six crew chief-to-trainee ratio?

A. Much of the success of this program derives from the low supervisory ratio. While in some instances one could argue for seven or eight enrollees per crew chief, we should point out that many unions involved in the early planning of VICI simply would not approve an average crew size larger than six for such supervision.

Q. You mention union "links" a lot--how important are they?

A. If unions are a vital force in your community, their involvement is essential. They have both the technical expertise to supervise and a broad range of contacts to provide for placement opportunities. Their inclusion in the eight VICI demonstration projects proved to be of critical importance.

Q. What if there are few or even no unions in my area?

A. If this is the case, then construction associations, contractors, or any organization that has technical knowledge of construction and access to the job market should be utilized. In other words, it need not be a union, but it should embrace some of the characteristics of an organization involved in construction related activities.

Q. You mention work providers--how do they fit in?

A. In every municipality there is some form of construction done under the aegis of a particular public agency. Combining these

agencies' resources with CETA resources has proved mutually beneficial. This mutual benefit, of course, has to be explored and developed.

Q. What other things are important about a work provider?

A. The work provider should have a solid inventory of projects that will result in tangible physical improvements and enable trainees to secure marketable skills.

Q. Could you give me an example of a work provider that might not fit?

A. Sure. A municipal parking authority might need people to park cars, but this might not provide for job opportuniies once the youngsters are finished with the project, and would not result in tangible community improvements.

Q. What other things should I look out for with work providers?

A. You should make sure that their own internal regulations do not preclude the use of CETA paid personnel and that there is a long-enough period of time of training for meaningful skills to be learned.

Q. You emphasize the educational link--what is the importance of that?

A. There is more than one value of this. First, trainees must have GEDS for entrance into apprenticeship programs. Second, reading a ruler, doing math computations and following written instructions are important in the training process. This makes education a vital part of the project.

Q. How do I get educational institutions to cooperate with this program?

A. One approach is to exchange physical rehabilitation of educational institutions for teachers' time. Another approach that has been explored is to enroll vocational school graduates and dropouts in the training program in exchange for educational services provided by the vocational school.

Q. What about drivers' ed? Is this important?

A. We found this to be quite significant, especially in areas without good public transportation. Employers frequently demand that an employee have his own transportation at hand.

Q. You emphasize recruitment and selection--how do we open the program to the community, avoid "creaming" and still get qualified applicants?

A. Do not look for applicants with prior experience. Look for those with a willingness to do very difficult work under sometimes trying conditions. One approach that was followed successfully in recruiting is a two-week, non-paid orientation and assessment, where enrollees can determine if this is the type of work they really wish to do. Another avenue taken was to have applicants visit worksites and observe the work taking place. The most important thing is that the applicant know early-on the demands and benefits of this program.

Q. In choosing a local management agency to run this program, what should we look for?

A. Ideally, prior construction-related experience should be a criterion. However, since many local agencies do not have this experience, it is important that it be a well-run, closely supervised organization that can handle the needs and responsibilities of a construction-related program.

Q. What if the prime sponsor itself runs the program?

A. The same criteria apply. This has to be a tightly-managed program. Professional construction work, smooth flow of materials and supplies, a payroll system that results in prompt payment of trainees as well as staff, and a willingness of the prime sponsor to commit the necessary resources--all are essential.

Q. Who should be involved in the selection of applicants to the program?

A. After many different approaches, the one that proved most satisfactory in VICI was to involve the crew chiefs in this process. They could most effectively handle the questions about the work, and they had a keen eye for the type of person who would function well in this type of environment. Agency staff should also participate to see that a "creaming" process does not take place.

Q. Do you think the Advisory Board is worth the trouble?

A. Most definitely. The inclusion of union officials, work providers, government officials, enrollees and staff on an advisory board cuts through a great deal of red tape, helps establish policies and, in many cases, opens doors for placements that might not exist if not for this body.

Q. When do you hire subcontractors?

A. Subcontractors are hired when the type of work to be done is so technical that it is unrealistic to expect your crews to handle it. It should be noted that this should be for a limited period of time, since it would be expensive and counterproductive to the feeling that this is work done by the trainees.

Q. Who determines the eligibility of property or persons for some of the services that we would provide?

A. Ideally, the work provider is responsible for handling the eligibility process. For example, if your work is mostly with a community development agency that is doing rehabilitation of low-income homes, it is likely that the agency sets and maintains its own eligibility standards.

Q. Is there ever a problem with this?

A. There can be, if the work provider refers to the project properties which are technically eligible but which provide for limited training opportunities. For example, a community development agency might need demolition done on 50 buildings, but demolition will not really provide enrollees with sufficient marketable skills.

Q. The manual speaks of the "participant progress form"--isn't this just more paperwork?

A. This form gives an opportuniity for journeymen and youngsters to review each week the progress that has or has not been made. It also gives the manager of the program an opportunity to see how on target the total construction process is relative to projections. It provides the basis for subsequent certification of successful completion.

Q. What about enrollee attendance? How important is it?

A. If you are planning on training enrollees for the real world of work, anything short of rigorous attendance policies would be a disservice, since once trainees get construction or other jobs, they will find small tolerance for erratic attendance.

Q. Do stringent program requirements result in a lot of turnover?

A. Yes, early in the program people will drop out. However, once the message is out that enrollees will be terminated for poor attendance, you will find that you have a more serious coterie of enrollees for the remainder of the program.

Q. What about women in VICI? Isn't it hard for women to do this type of work?

A. Not nearly as hard as changing the attitudes of people who think women <u>can't</u> do this type of work. The VICI experience indicates that it is difficult to attract women and, in some cases, difficulties arise in the way they are treated. However, VICI data do show that women have participated very successfully in construction-related programs and can handle the physical demands of the job.

Q. How do you conduct orientation of youngsters aside from explaining what they have to do?

A. Some sites actually built a model that gave trainees a small-scale opportunity to learn what they would do on a much larger scale in people's homes. This was the approach on the weatherization project in the South Bronx, for example. Also, allowing enrollees to observe work crews and to visit construction sites proved helpful.

Q. Exactly what is skills progression? Why is it important?

A. Skills progression is the orderly movement from work assignments requiring and impacting one level of skills to another. It is important to see that the trainees develop increased skills and do not necessarily stay at one level.

Q. What about skill assignments? Should a trainee get a variety of skills or stick with one?

A. There are two schools of thought on this question. Some argue that a variety gives a trainee a better opportunity for placement, making him or her more versatile; others argue that an extensive knowledge of a particular skill will make the enrollee more employable. The majority of sites in VICI chose the single-skills approach; however, in those sites where more than one skill was taught, the placement records were equally impressive.

Q. What about placement--isn't this hard?

A. Yes, placement is always hard. But remember that it should start early; it should try to coincide with unions' apprenticeship openings; and it should avail itself of the informal network of crew chief, trade association, local union hiring hall, etc.

Q. What about certification--how important is that?

A. Very important. Not only is the certificate itself of value to a trainee when looking for a job, but it also establishes, in accordance with industry, labor and government standards, what actually constitutes the attainment of a particular skill.

DO NOT REMOVE FROM BOOK

APPENDICES TO THE MANUAL

Appendix A	Materials and Equipment Cost Form
Appendix B	Certificate of Job Completion
Appendix C	Client Satisfaction Questionnaire
Appendix D	Job Summary Form
Appendix E	Daily Time Record
Appendix F	Project Materials
Appendix G	Homeowner's Application
Appendix H	Homeowner's Warning
Appendix I	Student Selection Sheet
Appendix J	Work Rules
Appendix K	Job Application Skills
Appendix L	Trainee Rules and Regulations
Appendix M	Time Card
Appendix N	Sample Skills Progression
Appendix O	VICI Weekly Participant Progress Report Form
Appendix P	VICI Plan for Placement
Appendix Q	Letter to Employers

DO NOT RUN THIS PAGE

VENTURES IN COMMUNITY IMPROVEMENT

MATERIALS & EQUIPMENT COST FORM

1. City _____ 2. Program No. ..... ☐☐

3. Job No. ..... ☐☐☐

4. Date Work Begun ..... Mo. ☐☐ Day ☐☐ Yr. ☐☐

5. Date Work Completed ..... Mo. ☐☐ Day ☐☐ Yr. ☐☐

6. How many days of youth labor were used to complete this job (multiply number of youths who worked on the job by number of work days) ..... ☐☐☐☐

7. How many days of crew chief work were used to complete this job? ..... ☐☐☐☐

8. How much was the cost of materials used on this job? (Include both purchased and donated materials) ..... ☐☐☐☐☐

9. How much was the cost of equipment and contracted services on this job? ..... ☐☐☐☐☐

10. Record any other job costs not included in items 8 and 9. ..... ☐☐☐☐☐

11. Person Completing Form _____ _____
Signature Title

12. Date form completed ..... Mo. ☐☐ Day ☐☐ Yr. ☐☐

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CERTIFICATE OF JOB COMPLETION

I/We agree that I/we have inspected all repairs made as specified on the Work Order and agree that all work is completed to our satisfaction.

OWNER

owner(s) signature(s):

X_____date:_____

X_____date:_____

APPENDIX C

CLIENT SATISFACTION QUESTIONNAIRE

NAME: _____

ADDRESS: _____

_____

Job No.: _____ Crew No._____

Your cooperation in answering the following questions will assist us in improving the services and evaluating the .....
(name of project)

==========

1. Overall, how do you rate the services provided by the project?

___Very Good ___Below Average

___Good ___Bad

___Average

2. (a) How do you rate the attitude of the project's instructor?

___Very Good ___Below Average

___Good ___Bad

___Average

2. (b) How do you rate the attitude of the project's crew?

___Very Good ___Below Average

___Good ___Bad

___Average

3. How do you rate the actual work performed by the project?

___Very Good ___Below Average

___Good ___Bad

___Average

4. Would you recommend the work performed by the project to your friends and neighbors?

___Yes

___No

___Undecided

==========

Please use this space and the back, if necessary, to write any additional comments or suggestions.

Owner:_____Date:_____

VENTURES IN COMMUNITY IMPROVEMENT APPENDIX D

Job Summary Form

Job Number_____ Crew Number_____ Supervisor_____

Client's Name_____ Phone_____

Address_____

Start Date_____ Completion Date_____

Total Hours (Supervisor)_____(Participant's)_____

Description and costs of Contractual Services:_____

_____

_____

Quantity	Description of Material Used	Unit Cost	Extended Cost

Comments:

Supervisor's Signature_____ Date_____

DAILY TIME RECORD

Crew Chief: _____

Date: _____

Job Number: _____

CREW CHIEF/ INSTRUCTIONAL STAFF	HOURS WORKED
1.	
2.	
3.	
4.	
A. Total Instructor Hours	

YOUTH CREW MEMBERS	
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
B. Total Crew Hours	
C. TOTAL CREW CHIEF, INSTRUCTOR & CREW HOURS	

Form 15.01

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APPENDIX F

VENTURES FOR COMMUNITY IMPROVEMENT

(PROJECT MATERIALS)

EXTERIOR MATERIALS

_____ 1x2
_____ 1x3
_____ 1x4
_____ 1x6
_____ 1x8
_____ 1x10
_____ 1x12

_____ 2x2
_____ 2x4
_____ 2x6
_____ 2x8
_____ 2x10
_____ 2x12

_____ 4x4
_____ 4x6
_____ Cedar posts
_____ Wire fence
_____ Porch decking
_____ Porch ceiling
_____ Aluminum Storm door

_____ Exterior plywood 3/8"
_____ Exterior plywood 5/8"
_____ Exterior drywall 3/8"
_____ Exterior drywall 5/8"
_____ Bed moulding
_____ Brick moulding
_____ Cove moulding
_____ Crown moulding

GLASS

_____ Acrylic 4' x 8'
_____ Glass _____
_____ Window points
_____ Glazing compound or putty

SHINGLES

_____ Tar paper
_____ Asphalt shingles, color _____
_____ Rolled roofing
_____ Galvanized nails
_____ Flashing
_____ Plastic asphalt cement

GUTTERS

_____ Box K gutter (lin. ft.)
_____ Square Downspouts
_____ Round Downspouts
_____ Straps
_____ Glatt hangers
_____ End caps right
_____ End caps left
_____ Lead-in connectors
_____ Sealer
_____ Slip joints
_____ Inside miter
_____ Outside miter
_____ 45° elbow
_____ 90° elbow

PAINTING

_____ Caulking

_____ Spackling

_____ Glazing compound

_____ Porch enamel

_____ Low Luster (white)

_____ Universal primer

CONCRETE

_____ Mortar mix

_____ Concrete mix

_____ Patch crete

_____ Concrete (cubic yards)

_____ Expansion felt 6"

_____ Wire mesh

_____ Concrete blocks

_____ Common bricks

VENTURES FOR COMMUNITY IMPROVEMENT

(PROJECT MATERIALS)

INTERIOR MATERIALS

LUMBER

_____ Particle board 3/4"
_____ Plywood
_____ Felt paper
_____ Base
_____ Casing
_____ Shoe
_____ Stops
_____ Jambs
_____ Handrail
_____ Drywall 3/8
_____ Drywall 5/8
_____ Treads
_____ Floor Tile
_____ Floor adhesive
_____ Tile moulding
_____ Closet pole

_____ doors _____ size
_____ Locks
_____ Hinges
_____ Spring bumpers
_____ Closers
_____ Shelf brackets
_____ Rosetts
_____ Thresholds
_____ Weatherstrip
_____ Sash locks
_____ Pulls
_____ Cabinet hardware
_____ Handrail brackets

PAINTING

_____ Joint compound
_____ Joint tape(rolls)
_____ Plaster mix
_____ Enamel
_____ Flat
_____ Semi-gloss
_____ Primer

APPENDIX G

VENTURES FOR COMMUNITY IMPROVEMENT

HOMEOWNER'S APPLICATION

NAME _____ TELEPHONE_____

ADDRESS _____

DO YOU OWN THIS HOME? _____ YES _____ NO

HEAD OF HOUSEHOLD _____MALE _____ FEMALE NO. OF PERSONS IN FAMILY_____

MARITIAL STATUS _____ SINGLE _____MARRIED _____ DIVORCED

ANNUAL INCOME $_____

MONTHLY GROSS $_____

SOURCE OF INCOME

a)_____

b)_____

c)_____

ETHNIC BACKGROUND

_____ BLACK

_____ HISPANIC

_____ WHITE

_____ AMERICAN INDIAN

_____ ORIENTAL

_____ OTHER

DESCRIPTION OF WORK

I UNDERSTAND THAT THE VENTURES PROGRAM (OIC-GM) IS LIMITED TO CORRECTING CODE VIOLATIONS FOR LOW INCOME PERSONS WHO OWN AND OCCUPY THE PROPERTY CITED. THE MATERIALS AND WORK PERFORMED BY THE VENTURES PROGRAM IS FREE OF CHARGE TO THE HOME OWNER. I HEREBY CERTIFY THAT ALL THE ABOVE INFORMATION IS TRUE AND CORRECT TO THE BEST OF MY KNOWLEDGE AND I AGREE TO HAVE THE VENTURES PROGRAM UNDERTAKE THE WORK AS DESCRIBED. I ALSO UNDERSTAND THAT I CANNOT SELL MY HOME FOR TWO(2) YEARS FROM THIS DATE.

WARNING INDIVIDUALS PROVIDING FALSE INFORMATION SHALL BE PROSECUTED AND REIMBURSEMENT FOR MATERIALS AND LABOR SHALL BE SOUGHT.

_____ _____

OWNER'S SIGNATURE DATE

_____

ESTIMATER'S SIGNATURE

APPLICATION ACCEPTED _____ YES TENATIVE START DATE _____

_____ NO

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APPENDIX H

OIC-GM

Opportunities Industrialization Center of Greater Milwaukee

Central Administration

2835 North 32nd Street, Milwaukee, Wisconsin 53210

414-449-2303 414-449-2304

HUGH HENDERSON
Board Chairman

CARL A. GEE
Executive Director

** WARNING WARNING WARNING **

DEAR HOMEOWNER:

The Ventures Program has now accepted your application and will perform the work as described. In order for us to complete this work in an effective and efficient manner, we will need you cooperation as follows:

A. Lock up all valuable in and around your home; the Ventures Program (OIC-GM) will not be responsible for lost/stolen items.

B. Make your house and bathroom accessable to our work crews during the entire rehabilitation process. (Have at least one (1) person home at all times.)

C. Do not interfere or allow your children to bother any of the workers.

D. Clear the work area of all obstacles (chairs, dressers, toys, papers, etc.)

E. Work hours - Monday-Friday 8:00 a.m. to 4:00 p.m.

F. All materials and equipment used in the rehabilitation process are purchased by the Ventures Program (OIC-GM). In the event any of these articles disappear, in or around the work site (regardless of who is to blame) shall leave the Ventures Program no alternative course by to discontinue all construction work immediately. The Building Inspection Department shall also be notified that work on this particular residence will be discontinued by the Ventures Program (OIC-GM) and future consideration for continuance will not be given

Your cooperation will be greatly appreciated.

VENTURES FOR COMMUNITY IMPROVEMENT -- 449-2303

oic·gm

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VICI STUDENT SELECTION SHEET

APPENDIX I

NAME _____ ADDRESS _____

PHONE NUMBER _____ AGE _____

1. What is the highest grade completed? _____
   Did you graduate? _____ /GED_____
2. Would you be willing to attend GED classes two (2) nights per week? _____
3. Do you possess a valid Wisconsin Drivers License?_____
4. Would you be willing to attend Drivers education classes two(2) nights per week? _____
5. Explain why you want to become a Carpenter or Painter?

   _____

6. What previous work experience have you had?

   _____

7. Are you willing to work outside in extreme hot & cold weather conditions? _____
8. Are you afraid of heights? _____
   Would you be willing to overcome that with the proper help? _____
9. What exactly do you want to get out of the VICI program?

   _____

10. Will you report to work everyday and be on time?_____
11. Are you in good health? _____
12. Are you allergic to paint, thinners, mineral spirits, etc._____
13. Who are your previous employers?

	Length of time
_____	_____
_____	_____
_____	_____

14. What is you previous criminal history?

    _____

    _____

    _____

APPENDIX J

Opportunities Industrialization Center of Greater Milwaukee

Central Administration

2835 North 32nd Street, Milwaukee, Wisconsin 53210

414-449-2303 414-449-2304

HUGH HENDERSON
Board Chairman

CARL A. GEE
Executive Director

FEBRUARY 12, 1980
REVISED VICI WORK RULES

1. ABSENTEEISM:
   1st Unexcused Absence - 1 week hold back on raise
   2nd " " " - 2 " " " " " " " " "
   3rd " " " - 4 " " " " " " " " "

2. TARDINESS:
   Student is paid for actual time worked and
   1st Tardiness - 1 week hold back on raise
   2nd " " - 2 " " " " " " " "
   3rd " " - 3 " " " " " " " "

3. FAILURE TO CALL IN if absent regardless if excused, unexcused:
   3 Week hold back on raise
   MUST CALL JOURNEYMAN

4. LEAVING THE JOB SITE BEFORE THE END OF THE WORKDAY:
   1st - 4 week hold back on raise.
   2nd - DISMISSAL

5. ABUSIVE or VULGAR LANGUAGE TOWARDS JOURNEYMAN, FELLOW STUDENTS OR HOME OWNER:
   6 week hold back on raise.
   THREATENING or STRIKING INSTRUCTOR: DISMISSAL
   PERSONAL RELATIONSHIP BETWEEN STUDENTS ON WORK SITE:
   Descretion of Director or Journeyman.

6. ALCOHOL or DRUGS ON JOB SITE:
   Student will be sent home for the remainer of the day plus:
   8 week hold back on raise.

7. STEALING FROM JOURNEYMAN, FELLOW STUDENTS, OR HOME OWNER:
   DISMISSAL

8. FAILURE TO FOLLOW ORDERS: JOURNEYMAN'S DESCRETION.

9. FIGHTING WITH FELLOW STUDENTS:
   1 week suspension for those involved.

"We Help Ourselves"
oic·gm

APPENDIX K

Job Application Skills - Course Outline

Objective- to insure that each individual crew member learns and can use the skills associated with filling out job applications; succeeding on a job interview; starting/maintaining a job and making the transition from Ventures to Private Sector Employment.

I. Introduction

A. Discussion on transition from training to private sector employment

B. World of Work-trade employment situation in New Haven

II. Completing the Job Application Form

A. Company's purpose in using an application form
1. EEO requirements
2. Future data on hand
3. Immediate background information on individual

B. Filling Out an Application
1. Importance of correctly completing a form.(classwork- using an application filled out with sloppy errors and poor responses have students as a group write down 10 observations concerning hypothetical persons characters and skills. Discussion)

2. Discussion of application questions and possible responses.
a. legality of certain questions and how to deal with illegal questions
b. basic information
c. educational data
d. employment record
e. VCI experience
f. present skills
g. health
h. court problems
i. effective references
j. hobbies

3. Use of correct grammar, punctuation, capitalization, spelling and understanding vocabulary terms.

classwork: using incorrect application, correct mistakes. Discuss

handout: review commonly used terms and definitions.
classwork: fill out application in ink to demonstrate necessity of prior preparation and using a pencil.
assignment: Return a perfect application form that can later be used as a reference. Read and answer questions on "Pent Up Anger." and return.

III. The Job Interview

A. The Importance of a Job Interview
1. Employer's purpose
2. crew members goals

B. Summary of critical parts of an interview
1. Do's and Don'ts-distribute "Rules of Conduct"
2. Demonstration-distribute "Mock Interview" to use as a check list while observing two staff people conducting an interview which the applicant blows. Crew members should list errors made. Class discussion

C. How to succeed in a Job Interview
1. Sleeping, eating & dressing for the interview
2. Knowledge of potential employer
3. Punctuality
4. Dealing with the street image
5. Introductions and politeness
6. Handshake, posture & eye contact
7. Dealing with nervousness
8. Selling yourself

a. reviewing past employment and VCI experience. (classwork-using weekly skills checklist, everyone note skills they've learned.)

b. self confidence and pride versus b.s., arrogance or timidity.

9. Answering tricky questions
10. Asking Questions

a. working hours
b. tools needed
c. skills you could learn
d. employee benefits
e. raises and mobility

11. Ending an Interview
(assignment: read and complete exercises from "Making the Job Interview" Return at next session.

D. Mock Interviews - individually scheduled
1. Each person is scheduled for an interview with one staff person and one other participant as observer

and commentator. The objective is to evaluate an individual's performance giving constructive criticisms and recommendations for improvement.

2. Each individual will be scheduled for a follow-up tape recorded interview with a staff person. Tape will be played back and the individual will have an opportunity for self-evaluation as well as feedback from staff person.

IV. After the Interview

A. Not getting the job
   1. dealing with "rejection"
   2. evaluating your performance and learning how to improve

B. Starting/Maintaining a Job
   1. learning specific job requirements
   2. knowing your job rights (handout-"Employee Rights")
   3. Understanding your paycheck
   4. raises
   5. State and Union Apprenticeships

C. Trade Practices
   (tape cassette- The World of Work 300-24-B2 "Thats part of your job-resolving conflict" " You better get up on time" and "too many days absent")

   1. Working hours-punctuality and attendance
   2. Bad weather days
   3. "Gofer" and low person on the totempole
   4. Working with co-workers and supervisors.
   5. Learning how to improve performance and develop new skills
   6. Buying and maintaining tools
   7. Side jobs-how to work on your own
   8. Opening up a savings account.
      (assignment-"Money in the Bank"-read and complete.)

D. Transition from VCI to private sector
   1. Venture's responsibility to you and our on-going services
      a. meetings with staff, phone contact, site visits
   2. CETA Follow-Up Unit
   3. CPPV Follow-Up Interviews
   4. Notification of Address and/or phone change.

APPENDIX L

SAMPLE VICI TRAINEE RULES AND REGULATIONS

Working Hours

8:00 AM to 3:30 PM with one-half hour for lunch and a 15-minute on-site break in the morning. However, you are expected to report to work by 7:45 AM to allow time for changing into work clothes.

Sick Pay

You do not receive Sick Pay. You will be paid for the amount of hours you work at your worksite.

Absence

If you will be absent, call the wroksite or the VICI office between the hours of 7:45 and 8:00 AM, give your name and the name of your supervisor, and note the name of the person you are talking to.

Call your worksite every day that you are out of work. Failure to call when absent will result in suspension and loss of pay.

Lateness

If you will be late for work, call the worksite or the office between 7:45 and 8:00 AM. Give your name and the name of your supervisor. Let your supervisor know what time you will get to work.

Failure to call when late will result in suspension. Two latenesses per week will result in a salary deduction.

Excused and Unexcused Absences

Absences are excused only for verified illness, family death or appointments with a doctor, lawyer, etc. All other absences are unexcused.

Two unexcused absences in one month will result in a one-week suspension without pay.

Trainees must notify supervisors two days in advance of appointments with doctor, lawyer, etc.

If, at any time during the training period, your supervisors determine that your absences or latenesses are excessive, you may be dismissed.

Lunch

Lunchtime is from 12:00 to 12:30 PM. You must return from lunch on time. Returning late from lunch will result in a salary deduction and/or suspension.

Wages and Pay Raises

Paychecks are distributed every second Friday. Pay rates are:

Weeks 1--13	$3.15 per hour
Weeks 14 - 26	$3.30 per hour
Weeks 27 - 52	$3.60 per hour.

Pay raises are not automatic. They are awarded when a participant earns a satisfactory evaluation of his/her attendance and job performance. These evaluations are made by journeymen supervisors, job coaches and counselors.

Paid Holidays

VICI recognizes these as paid holidays: New Year's Day, Martin Luther King, Jr.'s birthday, Good Friday, Memorial Day, July 4th, Labor Day, Thanksgiving, Christmas.

Use of Narcotics/Alcoholic Beverages

Narcotics or alcoholic beverages in any form are not permitted on the worksite or at school. Bringing either onto or near the worksite or school premises will result in immediate dismissal from the program. Being under the influence of either will result in immediate dismissal from the program.

School Attendance

Attendance at the County Vocational School is mandatory. You will attend classes each Tuesday and Thursday from 6:30 PM to 9:30 PM. Failure to attend and remain throughout the class can result in suspension or dismissal. Each participant is expected to conduct him/herself in an orderly manner. If you are suspended from daily worksite duties at any time, you are still required to attend classes.

Smoking on School Premises

Smoking on school premises is not permitted. You may smoke in the cafeteria during scheduled breaks.

Damage to School Property

Anyone found damaging or destroying school, program or personal property will be held liable for damages.

Worksite Behavior

Physical threats made to program staff and/or other participants will result in immediate dismissal.

Fighting on the jobsite and/or school premises will result in immediate dismissal.

Anyone found stealing school, program or personal property will be immediately dismissed.

Any misuse of work equipment may lead to suspension.

Use or display of a dangerous weapon during school or work hours will result in dismissal.

Do not bring or wear valuables to the worksite. We will not be responsible for lost or stolen articles.

Accidents

All accidents should be reported as soon as they occur. An accident report must be filled out immediately to obtain medical care.

Everyone is expected to conduct him/herself with decorum, to observe the regulations of the program and to pay due respect to staff and peers.

SAMPLE

TIME CARD

ID NUMBER	PARTICIPANT NAME	WORK PERIOD ENDING (Month / Day / Year)	SOCIAL SECURITY NUMBER
1 1 2 3 1 4 1 5 1 6 7	Jane W. Smith	11 - 24 - 79	999-99-9999

DATE		HOURS From	HOURS To	Last DAILY TOTAL HOURS	ENROLLEE INITIALS	DATE		HOURS From	HOURS To	DAILY TOTAL HOURS	PARTICIPANT INITIALS
MON	11/13	7 30	3	7		MON	11/20	7 30	3	7	
TUES	11/14	7 30	3	7		TUES	11/21	7 30	3	7	
WED	11/15	7 30	3	7		WED	11/22	7 30	3	7	
THUR	11/16	7 30	3	7		THUR	11/23	7 30	3	7	
FRI	11/27	7 30	3	7	JWS	FRI	11/24	7 30	3	7	JWS
		WEEKLY TOTAL		35				WEEKLY TOTAL		35	

PARTICIPANT TIME CERTIFICATION

Both Participants' and Supervisors' signatures must be present to certify that time recorded hereon is complete and accurate and in accordance with the Program Rules and Regulations. Payment will only be made for actual hours worked.

TOTAL HOURS WORKED: 70

Participant Signature: Frederick Kaminski

Work Sponsor Name / Title: Crew Chief

Work Site Name/Address: 1750 Peavy

Work Site Supv. Signature:

ALL-WAY OFFSET INC 548

Electrical Tasks

Basic	Intermediate	Advanced
electrical symbols	mark location of switch & receptacle boxes	determining the number of circuits required
conduction sizes and types	install a receptacle	three way switch control
remove romex from a box	install a switch	four way switch control
strip romex	install a lighting fixture	number of conductors in a box
drill holes for wire runs	connect romex in service panel	calculation for computing feeder for single family dwelling
install a connection romex	connect box in service panel	electrical heating
staple romex	install range receptacle	bending back to back 90 degree bend
strap romex	install dryer receptacle	making a saddle
install connection in box	install feeder circuit for electrical water heater	disassemble a motor
mount switch & receptacle boxes	install feeder circuit for air conditioner	test insulation resistance of a motor with megger
cut box	make an offset	connect a three phase "Y" connected motor for low voltage
install floor busing on box	check a fuse with an ohmmeter	connect a three phase "Y" connected motor for high voltage
ground a romex wall box	check a fuse with a voltmeter	reverse a repulsion motor
running romex through studs	install an overload heater in a manual motor starter	reverse a split phase motor
staple feeder cable	use and identification of grounded conductors	

Plumbing Tasks

Basic

prepare copper tubing for soldering
solder copper tubing & fittings
set-up presto-lite tank
set-up portable vise
cut steel pipe w/ hand cutter
ream steel pipe w/ hand cutter
thread steel pipe w/ hand cutter
clean power threading mch
pack oakum into a soil pipe joint
replace w.c. flush handle
replace tank float in w.c.
replace tank ball in w.c.
replace top and bottom lift wires
replace guide in w.c. tank
clear main house drain of stoppage/plunger

123

Intermediate

flare copper tubing
install a section of steel pipe
set-up power thread mch
select die settings on universal die head
replace dies on universal die head
secure pipe in power threading mch
cut steel pipe w/ power threading mch
ream steel pipe w/ power threading mch
thread steel pipe w/ power threading mch
set-up nipple chuck in power threading mch
select pipe six on nipple chuck
set-up propane tank
cut cast iron soil pipe
melt lead to liquid state
replace ball-cock in water closet
replace flush valve in water closet
clear main house drain of stoppage

Advanced

pour lead in a vertical soil pipe joint
finish lead in a vertical soil pipe joint
level and plumb-vertical soil pipe
pour lead in a horizontal soil pipe joint
finish lead in a horizontal soil pipe joint
grade horizontal soil pipe
disconnect a soil pipe joint
replace a curb trap
replace a 4" X 2" y
replace a 4" 1/8th bend
replace a 4" Y
replace a 4" P trap (cast iron)
replace a short sweep bend
replace a 2" soil plug
replace a combination rain water conductor
replace a 4" ideal bend

Roofing Tasks

Basic

read a rule
cut & apply felt paper
apply mastic cement

Intermediate

read a blueprint
cut & apply dripedge flashing
apply asphalt & wood shingles
lay starter row of asphalt shingles
apply roll roofing
cut and install gutter
install downspout
fabricate & install nailing for rafters
layout sample rafters
layout sample outlookers
fabricate rafters
fabricate outlookers
fabricate gussett slate
layout ridge for rafters
layout & cut ridge

Advanced

layout wall for rafter locations
determine rise & run from blueprint
layout & fabricate assembly job
assemble pent roof truss
align trusses using 3 block & string method
use & safety of the radial arm saw
use & safety of the table saw
determine unit rise & unit run
layout plumb cut for common rafter
layout heel cut for common rafter
layout tail cut for common rafter
layout length for common rafter-stepping
layout length for common rafter-with-rule
install flashing
estimate materials for gutter & downspouts
cut & install gutter
cut & install downspout

Painting Tasks

BASIC	INTERMEDIATE	ADVANCED
Scraping	Paint windows	Mixing paint
Patching	Interior painting, cutting and rolling	Hanging vinyl
Sanding	Taping - finish	Joint taping
Rolling	Staining	Spray painting
Taping	Puttying	Trimming vinyl
Paint siding	Working off extension	Butt joints
Sealing	Ladder	Overlapping joints
Caulking	Painting trim	Estimating costs
Tool clean-up	Block filling	
Area clean-up	Estimating material	
General layout		
Reading the rule		

Weatherization Tasks

BASIC	INTERMEDIATE	ADVANCED
Caulking	Replacing porch steps	Hanging storm doors
Patching pool with cement	Cutting and threading pipe	Pointing brick
Use of ladder	Sweating copper tubing	Bricking up window
Use of tape measure	Replacing glass	Foundation repair
Replacing porch slats	Installing gutters and leaders	Replacing window frames
Repair leaking faucets	Install fiberglass insulation	Installing storm windows
Remove old roofing	Use of scaffold	Estimating materials
Demolition	Replace sash cord	Install blown-in insulation
Weather stripping		Installing new roof
		Conduct energy audit

Masonry Tasks

Basic

hand mixing mortar
handle mortar with a trowel
using brick tongs for stocking
building scaffold
pour the concrete in place
level off by darbying concrete
bull float the concrete area
strip the forms
patch honecomb holes where necessary
care and maintenance of tools
using brick tongs for stocking
use & handle a set of brick tongs
set dura-wall in brick work to tie in
2 wythe walls
wash brick wall with acid
cutting starter blocks

Intermediate

lay up the first course of brick (lgth 4')
cut masonry material with hand tools
layout a common bond
string and set line blocks
striking joints in brickwork
layout course rod, story pole
set wall flashing in the wall
use & operation of masonry saw
use of hydraulic brick cutter
set up a door frame in a brick opening
lay blocks to line
lay-up a five block layup
string and set line blocks
set lintels
lay stone to line
cut field stone

Advanced

identify scales on a modular spacing rule
modular scale coursing for brickwork
4-3-2-1 lead in the wall
build brick corners
set sills and copings
set precast sills and copings
pattern bonds in the wall
setting steel lintels
single flue chimney
two flue chimney
install heatilator
lay firebrick (butter system)
build a corner with a flemish bond header
build a corner with a common (american) header
build a brickwall forehand
laying brick overhand

APPENDIX O

VENTURES IN COMMUNITY IMPROVEMENT
WEEKLY PARTICIPANT PROGRESS REPORT

Card 1

1. City _____ 2. Program No. ☐☐ 1-2

3. This Report for Week Ending ..... Mo. ☐☐ Day ☐☐ Yr. ☐☐ 3-8

4. Participant Social Security Number ..... ☐☐☐–☐☐–☐☐☐☐ 9-17

5. Name of Participant _____
Last First M I

6. Job Data

	Job No.	Crew Chief*	Team*	Hours Worked by Participant M	T	W	Th	F	Total	
a.	☐☐☐	☐☐	☐☐						☐☐☐	18-27
b.	☐☐☐	☐☐	☐☐						☐☐☐	28-37
c.	☐☐☐	☐☐	☐☐						☐☐☐	38-47
d.	☐☐☐	☐☐	☐☐						☐☐☐	48-57
e.	☐☐☐	☐☐	☐☐						☐☐☐	58-67
f.	☐☐☐	☐☐	☐☐						☐☐☐	68-77

*Use Assigned Numbers

Card 2

7. Total VICI Hours Worked for Week (Enter here and for Question #19) ..... ☐☐ ☐ 3-5

8. Total VICI Hours Scheduled for Week ..... ☐☐ ☐ 6-8

9. Attendance Information .....

Attendance (Code A Below)	M	T	W	Th	F

9-13

10. Was there an incident requiring disciplinary action during the week? Yes ☐ 1 No ☐ 2 14

11. Participant Performance Information —Describe the three most advanced tasks performed by participant during the week. Use Codes B, C, and D.

	Task Description	Job No	Hours on Task	Trade Area (Code B)	Difficulty Level (Code C)	Performance Rating (Code D)	
a.		☐☐☐	☐☐				15-22
b.		☐☐☐	☐☐				23-30
c.		☐☐☐	☐☐				31-38

Code A
(1) Full work day
(2) Holiday, rain, snow
(3) Illness
(4) Other excused absence
(5) Unexcused absence
(6) Late
(7) Release time from VICI for educational activities
(8) Other, specify _____

Code B
(1) Carpentry
(2) Masonry
(3) Roofing
(4) Painting
(5) Plumbing
(6) Electrical
(7) Other, specify

Code C
(1) Basic
(2) Intermediate
(3) Advanced

Code D
(1) Excellent
(2) Good
(3) Adequate
(4) Poor
(5) Inadequate

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ORIGINAL - FORWARD TO CPPV

Progr m No. ☐☐ Participant Name _____ FORM IV Card 2

12. Di1 participant change address during this week? Yes ☐ 1 No ☐ 2 38

If yes, please indicate new address and telephone number where participant can be reached.

Address _____
Number Street

_____
City State Zip

Phone ( ) _____
Area Code Number

13. _____ 14. _____
Signature of Crew Chief Date

TO BE FILLED IN BY APPROPRIATE PROGRAM STAFF MEMBER

15 Did participant enter educational program during this week? Yes ☐ 1 No ☐ 2 40
If yes describe program _____

16 Did participant attain GED or other certificate during this week? Yes ☐ 1 No ☐ 2 41

17 If pay raise incentive was due did participant receive it?
Not applicable ☐ 0 Yes ☐ 1 No ☐ 2 42

18 If answer to #17 was "no" check the reason(s) below

a. Poor Work Performance ☐ 43
b. Absenteeism/Lateness ☐ 44
c. Misconduct ☐ 45
d. Other, specify _____ ☐ 46

19. Total VICI Hours Worked for Week (from Question #7) ☐☐.☐ 47-49

20. Pay Rate per Hour $ ☐.☐☐ 50-52

21. Gross Wages for Week $ ☐☐☐.☐☐ 53-57

22. _____ 23. _____ 24. _____
Signature Title Date

Page 2 of 2

Page 5.2

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ORIGINAL - FORWARD TO CPPV

APPENDIX P

New Haven

VICI Plan for Placement

FY 1979/1980

I. Placement Quotas: Total Union Apprenticeships		24
Central Connecticut Carpenters Union Local 24	14	
Painters Union Local 186	10	
Construction Related (Non Union)		42
Unsubsidized	30	
Subsidized	12	
Other Full-Time Employment		12
Full-Time Training		4
Full-Time Education		1
Total Placements		83

II. Strategies and/or Mechanisms Contained in Original Contract:

The New Haven Employment and Training Administration orginally developed a two-phased job placement process for the VICI program. The first phase consisted of strong linkages between the Job Coaches and the local trade associations and unions. Job Coaches were to contact members of the unions and trade associations and seek their assistance in developing employment for all VICI participants. Initial contact was to be made four (4) to six (6) weeks before an individual was due to complete the program. The Job Coaches were to make all assessment data of individual participants available to the union and trade association representatives and schedule tours to provide them with the opportunity to speak and evaluate work skills. Futhermore, trade association representatives were to provide contacts of contractors seeking to employ carpentry and painting apprentices. The VICI Job Coaches were then to assist program participants in applying for entrance into apprenticeship programs or securing trades related jobs.

The second phase of program placement was to be the responsibility of the prime sponsor's Central Job Development Unit. If contacts with the unions or trades representatives proved fruitless for any participants, they were to be referred to the Central Job Development Unit. Each participant was then to be assigned a Job Developer who would use all the resources available to him/her (i.e., Employment Service Job Bank, microfiche, OJT and employer contacts) to develop trade related jobs for each participant.

III. Revised Strategy

It became apparent early in the operations of the Ventures Program that linkages with the Unions and trade associations alone would not be sufficient to develop the number of jobs necessary for the program to be successful. New Haven, therefore, developed a more comprehensive strategy to develop jobs for its VICI participants. Beginning in January, 3 x 5 cards were compiled on all area contractors. Contractors were divided by services they provide. They included Genral Contracting, Remodeling and Alteration Contracting, Painting and Decorating, Roofing, Flooring, Wood-working, and Insulation Application.

A Ventures Brochure was printed in early June and then mailed to all area contractors. Follow-up telephone contact began by the Program Administrator and Ventures Planner in order to assess potential employment openings and interest in Ventures participants. Tours were scheduled to familiarize prospective employers with the level of training being undertaken.

While this process has met with success, it became apparent that there was a need for a full-time job developer, assigned to Ventures from the Central Job Development Unit. The Job Developer will be responsible for making telephone contact with all area contractors, scheduling tours, developing concacts in person, pursuing job openings registered at the Employment Service, and developing On-the-Job Contracts with prospective employers where necessary.

In addition, the journeyperson crew chiefs will assist the Job Developer in contacting contractors and developing job opening leads. Futhermore, the Program Administrator and Planner will continue to maintain contact and utilize Advisory Board members in developing job openings. all 84 projected placements will be made through this strategy.

IV. Personnel Involved

Position: Job Developer

Duties: The Job Developer will work full-time on an interim basis until a Ventures Career Placement Specialist is hired. This should be for two to four weeks. The Job Developer will review participant Intake and Employability Plans. He will be given an original case load of eight participants. After interviewing each of the participants, he will actively develop jobs through contacting area contruction and painting firms and make job referrals. The Job Developer will also utilize the microfiche at the Connecticut State Employment Service and when necessary use On-The-Job Training Contracts to facilitate placmeent.

It is expected that the Job Developer will make twenty (20) telephone contacts per week and contact in person five (5) prospective employers. Lastly, the Job Developer will arrange tours of the program for interested employers.

Position: Career Placement Specialist

Duties: The Career Placement Specialist will assume the duties of the Job Developer. In addition, the Career Placement Specialist will develop Career Days for Ventures Participants in which visits will be made to actual construction

sites. He/She will also develop resources, in coordination with the Job Coaches, to prepare Ventures graduates for the world of work.

Position: Journeyperson Crew Chief

Duties: The Journeyperson Crew Chiefs will be required to make a minimum of two contacts per week to area employers. It is hoped that through their personal knowledge of area contractors, job openings can be identified and placements made. They will also be encouraged to assist the Program Administrator in scheduling prospective employers for tours of the program.

Position: Assistant Program Administrator

Duties: The Assistant Program Administrator will remain in constant contact with area construction supply firms to gain their assistnace in identifying contractors who may be interested in hiring Ventures graduates. He will also use contacts to identify openings with such firms for Ventures graduates who may have to be placed in construction related jobs other than carpentry and painting, such as laborers, stock clerks, retail personnel, etc.

Position: Program Administrator

Duties: The Program Administrator will keep in weekly contact with key members of the Advisory Board to gain their assistance in developing job openings. She will coordinate all job preparation and placement efforts.

Position: Job Coach

Duties: The two Job Coaches will implement the Job Preparation aspect of the Ventures Program. They will assess participants readiness for placement and with the Program Administrator conduct individual and group sessions on the interview and application skills. In addition, they will discuss in depth roles, responsibilities, rights and privileges of the employed.

V. Placement and Performance Indicators to Date

Placements

To date the Ventures Program has made the following placements:

1. Total Union Apprenticeship Placements		6
a. Carpenters Local 24	5	
b. Painters Local 186	1	
2. Construction Related (Non-Union)		5
a. Unsubsidized	0	
b. Subsidized	5	
3. Other Full-time Employment		2

4.	Entrance into the Military	2
5.	Full-Time Training	0
6.	Placements Taken Back into the Program (LOA)	(2)

Performance Indicators

1.	Job Development Contacts - Telephone	28
2.	Job Development Contacts - In Person	8
3.	Brochures Distributed	173
4.	Site Visits	5

APPENDIX Q

OIC-GM

Opportunities Industrialization Center of Greater Milwaukee

Central Administration

2835 North 32nd Street, Milwaukee, Wisconsin 53210

414-449-2203 414-449-2304

HUGH HENDERSON
Board Chairman

CARL A. GEE
Executive Director

SEPTEMBER 19, 1979

SEP 24 1979

DEAR FRIEND:

YOU ARE CORDIALLY INVITED TO JOIN US FOR AN OPEN HOUSE AND GET-ACQUAINTED LUNCHEON HOSTED BY OPPORTUNITIES INDUSTRIALIZATION CENTER OF GREATER MILWAUKEE (OIC-GM) FOR VENTURES FOR COMMUNITY IMPROVEMENT PROJECT (VICI), THURSDAY, SEPTEMBER 27TH AT 2512 N. 7TH STREET FROM 11 A.M. TO 2 P.M.

WE ARE CERTAIN THAT YOU WOULD WANT TO GET ACQUAINTED WITH THE VICI PROJECT PERSONALLY BECAUSE IT DEALS WITH YOUR CONCERNS AND YOUR NEEDS FOR RELIABLE DEPENDABLE EMPLOYEES.

YOU ALSO MAY WISH TO GET DETAILED INFORMATION AT THIS OCCASION ABOUT THE TARGETED JOBS TAX CREDIT FOR WHICH YOU MAY BE ELIGIBLE AND DON'T KNOW ABOUT.

WE ARE LOOKING FORWARD TO SEEING YOU ON SEPTEMBER 27TH.

SINCERELY,

Allen St. Lawrence

ALLEN ST. LAWRENCE, DIRECTOR
VENTURES FOR COMMUNITY IMPROVEMENT

Robert Staskal

ROBERT STASKAL
PROGRAM MANAGEMENT SPECIALIST

CMC

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"We Help Ourselves"

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* U.S. GOVERNMENT PRINTING OFFICE : 1980 O - 326-827